Ontario. Royal Commission on Book Publishing.
Briefs. 1971

BRIEFS

to the

Ontario

ROYAL COMMISSION ON BOOK PUBLISHING

NOVEMBER 9, 1971

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

WATERLOO COUNTY BOARD OF EDUCATION

NOVEMBER 9, 1971

The Waterloo County Board of Education

Corporation Square, Duke and Ontario Streets, Box 68
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B R I E F

ROYAL COMMISSION ON BOOK PUBLISHING

The Waterloo County Board of Education agrees in principle with the philosophy that the schools of Ontario ought to use books and other program materials which are prepared, developed and published by Canadians.

This Board believes that the long term effects of such a policy would include the preservation and further development of the Canadian identity, the stimulation of serious Canadian authorship, and an economic impetus to the Canadian publishing industry.

While this Board expresses optimism in the belief of such a philosophy, it is also fully cognizant of the inherent difficulties in the immediate implementation of such a venture.

In the schools of Ontario many programs are presently being used which have their origin in foreign countries. This development has not been unnatural inasmuch as Ontario has endeavoured to provide the best material for students at all levels. By simple virtue of the fact that Canada has a smaller population and hence a smaller total number of eminent authors, coupled with a less extensive retail market, this country has not been able to produce the variety of premium quality materials, within a suitable price range, from which to make the most appropriate choice for all students of Ontario.

If these criteria could be met in the immediate future, it is not feasible that a sudden shift would be made to Canadian materials. Many of the important programs now utilized are based upon a particular

curricular sequence through the grades, necessitating a complete follow-up if benefit to the pupils is to be derived.

Furthermore, budgetary commitments to these programs may also act as a deterrent in the implementation of all Canadian materials.

In view of the aforementioned, we would propose the following recommendations.

1. That programs of foreign origin, presently deemed appropriate for our needs, be permitted until suitable Canadian publications of comparable content and value are made available.
2. That encouragement to Canadian talent to develop and to market appropriate material be given through judicious use of incentives, authorship and publication pools.
3. That provision be made for the speedy approval of quality material.

Respectfully submitted,

THE WATERLOO COUNTY BOARD OF EDUCATION

per F. W. Stiefelmeyer

F. W. Stiefelmeyer, Chairman

June 10, 1971

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

EDUCATIONAL MEDIA ASSOCIATION

NOVEMBER 9, 1971

The Educational Media Association of Canada is an organization of individuals and groups in business, education and industry who share an interest in and concern for the quality of the environment within which education in Canada takes place. The members of the Association wish to express through their Publishing Committee their thoughts relative to the production and distribution of learning materials in Canada. Implementation of some or all of the recommendations which follow would, in the members' opinion, strengthen the position of Canadian producers in the educational market, and therefore would enhance the learning opportunities of Canadian students.

No doubt, the Commissioners are aware that a great many materials, other than books, are being produced and distributed by book companies and others, for consumption in the Canadian educational marketplace. With this in mind, the Educational Media Association respectfully suggests that the Royal Commission interpret the publishing industry in its terms of reference as including all types of publishing, whether of books and other traditionally printed material or of newer, non-print forms. These newer materials include filmstrips, 8 mm and 16 mm motion pictures, 35 mm slides, overhead transparencies, videotape recordings, disc and audiotape recordings, micro-format materials, maps, globes, charts, models, multi-media kits, and so on.

The Association's concern is particularly acute in light of the paucity of learning materials which are produced in Canada and which reflect the particular Canadian heritage, the great variety of Canadian thought, and the common determination of

Canadians to remain independent of external control. Unfortunately, by far the greater part of available non-print learning materials are produced outside Canada and cannot provide Canadians with these essential insights.

To illustrate this point, the Association submits as Appendix A, prints of a filmstrip entitled If You Were Born in Canada, produced by Troll Associates of New Jersey, U. S. A.

It is not difficult to find items equally odious: maps of North America where everything north of the 49th parallel of latitude is wilderness; materials in which places are dislocated and names misspelt; U. S. flags waving in motion pictures about almost any topic; view points spoken of as "ours" which obviously are not Canadian; and the like. The Educational Media Association wonders at what effect exposure to distortions of this nature is having upon Canadian students, with respect to their concepts of nation and nationality.

We respectfully draw the attention of the Royal Commission to the statistics outlined in the table which forms Appendix B. This table represents for the years and from the sourcesindicated, the purchases of one medium, 16 millimetre sound motion pictures, by school boards in Canada's largest single educational market, Metropolitan Toronto and Peel County. The pattern of purchasing is a true representation of the pattern for other media listed above. It should be stressed that this pattern exists because Canadian produced materials of a similar nature do not exist; that is, Canadian educators have no choice,largely, but to buy the offerings of non-Canadian firms.

It is the belief of the members of the Educational Media Association of Canada that too little support has been given to talented and creative Canadians in the production of materials for education, and it is for this reason that the Association respectfully submits the following recommendations for the consideration of the Commission:

1. that Provincial and Federal governments institute a structure of grants or low cost loans to encourage Canadians to produce non-print materials for education;
2. that stimulation grants be given by Departments of Education, or other authorities, to purchasers of Canadian educational non-print learning materials;
3. that the National Film Board produce materials designed specifically for use in schools, colleges and universities;
4. that, in light of the complex nature of marketing in Canada, the Federal and Provincial governments assist Canadian producers of non-print materials to sell their goods by providing regional warehousing and distribution centres, perhaps through Information Canada and/or the Queen's Printer;
5. that the Canadian Broadcasting Corporation be encouraged to follow the example set by the N.F.B. by making available to Canadian producers such program materials as graphics and other original items;
6. that governments make mutually satisfactory arrangements with owners of copyright and/or performers' rights to broadcast materials, so that these will be made available for recording and subsequent use in Canadian schools, colleges and universities;
7. that the Post Office extend to non-print education materials the same rate consideration given to printed materials;
8. that governments invest in the development of computerized learning systems which would incorporate a great variety of print and non-print materials, and which would reflect Canadian approaches to education.

METROPOLITAN TORONTO AND PEEL COUNTY SCHOOL BOARDS

EXPENDITURES FOR 16 M.M. SOUND MOTION PICTURE FILMS - 1967 & 1970

School Board	1967 National Film Board		1967 Other Canadian		1967 U.S. & Other Foreign		1970 National Film Board		1970 Other Canadian		1970 U.S. & Other Foreign	
	$	%	$	%	$	%	$	%	$	%	$	%
East York	1052	7	1221	8	12727	85	4219	14	2690	9	23091	77
Etobicoke	5741	17	690	2	27617	81	9649	14	1828	3	57324	83
Metro Separate	9000	26	-	0	26000	74	14487	25	4545	8	38000	67
North York	9260	9	11691	12	79311	79	7353	7	4088	4	94968	89
Peel County	1241	8	665	4	13403	88	12425	12	16918	16	77198	72
Scarborough	3815	5	13608	20	49868	75	12815	13	4943	5	83700	82
Toronto	3535	14	3978	16	17715	70	9322	16	5826	10	44706	74
York	1723	13	465	4	11752	83	2805	7	2742	7	34050	86
TOTALS	35367	12	32318	11	238393	77	73075	13	43580	8	453037	79

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

CANADIAN EDUCATIONAL PUBLISHERS GROUP
OF THE
CANADIAN BOOK PUBLISHERS COUNCIL

NOVEMBER 9, 1971

BRIEF TO THE ONTARIO ROYAL COMMISSION ON BOOK PUBLISHING

BY THE CANADIAN EDUCATIONAL PUBLISHERS' GROUP

The Canadian Educational Publishers' Group, herein known as the CEPG, a special interest group of the Canadian Book Publishers' Council, believes that many excellent briefs have been presented to the Royal Commission on Book Publishing with respect to the educational sector. There are, in our opinion, a number of new points to be raised and a number of topics already touched upon that should be highlighted and reiterated to stress some of the urgent needs and problems of the educational publishing industry.

RECOMMENDATIONS

The CEPG strongly recommends:

(1) That the Ontario Department of Education purchase and forward one copy of each newly authorized publication on Circular 14 to:

(a) every school of appropriate level and courses.

(b) teacher training institutions.

(c) regional Department of Education offices.

Each school should keep a file of all Circular 14 titles available for all staff, to assist in their selection for their respective subjects and classroom areas. All regional offices of the Department of Education and teacher training institutions should have a complete back

list of all Circular 14 publications on file for use by all educators utilizing the facilities. The implementation of this recommendation would greatly reduce the requests for complimentary copies and the associated costs of distribution to the schools. This measure would also make book selection much easier within the institutions.

Such action would hopefully be reflected in the long range price of such publications.

We would recommend for consideration, in order of preference, the following methods of implementation:

(i) A blanket order could be issued by the Department of Education for adequate copies for each of the schools, institutions, and regional offices and forwarded to the publishers as a bulk order to be shipped to the Department of Education for distribution.

(ii) The Department of Education could utilize a facility such as an existing Canadian educational book wholesaler for the processing of the above materials.

(iii) The Department of Education could place a bulk purchase order with the publishers, providing an appropriate list of institutions for completion of the shipment to the schools. One billing to the Department by each publisher would be adequate to cover the processing.

The *estimated approximate* cost of such a project for 1971 would be $913,000, less the usual educational discount.

The CEPG strongly recommends:

(2) That designated grants to Boards of Education for texts and materials of instruction (excluding hardware) be established. A figure of 2% of the total education budget for such a purpose is considered desirable. The CEPG is greatly concerned with the diminishing amount of money being spent on texts and materials of instruction during recent years in the Province of Ontario.

The CEPG strongly recommends:

(3) (a) That a specific grant for the indigenous text and materials of instruction be re-established.

(b) That a specific grant for resource centre implementation (soft-wear only) and yearly maintenance and expansion be established by the Department of Education and specifically funded in said category.

In this connection the CEPG would like to note the very positive impact on publishing that occurred as a result of the Ontario Department of Education approving books by Canadians, plus providing specific stimulus grants, in earlier years.

The CEPG strongly recommends:

(4) (a) That Circular 15, upon completion and implementation, should be adequately funded in order to provide schools with the opportunity to purchase the listed materials. A listing of Canadian materials without any financial incentive to the institutions to purchase same would be ineffective.

(b) That teacher's guides and supportive material of this nature

associated with Circular 14 listed materials be classified as materials eligible for Circular 15.

The CEPG strongly recommends:

(5) That steps be taken to counteract the very serious problem of illegal photocopying which is attacking the fundamental principles of the publishing process.

The CEPG acknowledges the steps taken by the Department of Education and other bodies to date and feels that some impact has been felt but that greater and on-going activities will be required. The CEPG feels that the Department of Education should take strong action to inform principals and teachers of proper procedures within our schools. The losses to authors and publishers due to illegal photocopying are extensive and have been immeasurable to date.

The CEPG states emphatically that the report from the federal government on intellectual and industrial property, (the Economic Council of Canada's *Report on Intellectual and Industrial Property*, Chapter 7), is not relevant to the elementary and secondary fields, and does not reflect the actual situation in the instructional area where the problem exists to the greatest degree. The CEPG recommends that the Royal Commission on Book Publishing do everything within its power to recommend and implement a policy of enforcement of copyright law.

The CEPG is confident that, if the preceding recommendations are accepted and implemented in Ontario, then many of the problems facing publishers of texts and materials of instruction will greatly diminish.

HISTORY OF THE CANADIAN EDUCATIONAL PUBLISHERS' GROUP

Canadian educational publishers have been meeting to consider industry problems since the mid-1930's. Initially, the meetings were informal, and publishers' concerns centred around the arranging of joint displays. About 1940 they launched a country-wide campaign to inform educators about copyright, and urged that illegal copying be avoided. Wide and favourable notice was received, but the impetus was lost when there was not time or money because of wartime conditions to keep up the program. This loose arrangement, with a period of almost total inactivity during the war years, continued until about 1950 when the publishers' section of the Toronto Board of Trade was organized to include Trade and Textbook Divisions. The Canadian Educational Book Publishers' Institute (C.E.B.P.I.) continued to represent the interests of publishers selling books to schools and school libraries, with displays its central concern.

With the great increase in Canadian school book publishing that occurred in the 1950's and 1960's as a result of the Ontario Department of Education's policies of approving books by Canadians and providing a stimulation grant for the purchase of such books, came the need for an organization of those firms committed to the publishing of Canadian books and who were prepared to spend money to advance their joint interests. To provide for this and other needs in the industry the Canadian Book Publishers' Council (CBPC) was organized with two autonomous operating divisions, the Book Publishers' Association of Canada (BPAC) for the trade, and the Canadian Textbook Publishers' Institute (CTPI). Conditions of membership in the CTPI included the publication of at least five Canadian educational books, and the

willingness to make operational and sales figures available to an independent auditor for compilation of annual industry statistics. At its inception, the CTPI membership included almost all of the publishing firms then qualified. The CTPI conducted a vigorous public relations program for several years, published a bulletin that was circulated widely to educators and legislators, arranged for several joint meetings with the Ontario Department of Education, and sent speakers to public bodies across the country to discuss the educational publishing business.

Changes in the educational publishing industry and in educational needs brought about the need for an organization that could serve a much expanded industry. The traditional textbook business was expanded to include a wide variety of print and non-print materials that support a book program, e.g., tape cassettes, films, overhead projector transparencies, sets of pictures, records, boxed skill building kits, etc. A revision of the constitution of the Canadian Book Publishers' Council (CBPC) in 1970 brought the Canadian Educational Publishers' Group (CEPG) into being as the successor of the CTPI. The present group now has a membership of twenty-three houses (23 of the 44 members of the CBPC).

AIMS, OBJECTIVES AND STRUCTURE

OF THE

CANADIAN EDUCATIONAL PUBLISHERS' GROUP

(approved October 21, 1970)

Some members of the existing Canadian Textbook Publishers' Institute may wish to form a Group under the proposed new Constitution of the Canadian Book Publishers' Council. In presenting a petition to Council to form a "Special Interest Group", it is proposed that such a petition would be based on modifications of the existing Constitution of the Canadian Textbook Publishers' Institute. In presenting this petition it is suggested that the following changes be made, and that members consider these while referring to the existing Constitution of the CTPI (as revised January 19, 1965).

ARTICLE I - NAME

The name of this organization shall be "Canadian Educational Publishers' Group", hereinafter called the "Group".

ARTICLE II - OBJECTS

SECTION 1

(a) To advance the best interests of the Canadian educational publishing industry by the conscientious and co-operative effort of every member firm, and to undertake such activities as will, in the opinion of the majority of members, be effective to this end.

(b) To encourage fair trade practices and maintain high standards of workmanship and service in the industry.

(c) To seek and to build a working relationship with provincial curriculum designers so that the printed textbook will adapt to changing needs.

(d) To explore jointly and co-operatively the introduction and marketing of Canadian textbooks in other countries.

ARTICLE III - MEMBERSHIP

SECTION 1

The following shall be eligible for membership:

(a) Any publishing firm established in Canada, an important part of whose business function is the publishing of books and related material of Canadian authorship.

(b) which is a member in good standing of the "Canadian Book Publishers' Council", hereinafter referred to as the "Council", and

(c) which is duly elected to membership of the Group by ballot vote by a simple majority of all the members of the Group whose ballots have been received within four weeks of the distribution,

(d) which has agreed in writing to conform to the Aims, Objectives and Structure of the Group.

SECTION 2

Continuance as a member of the Group is contingent on the member's continuing activity in publishing books and related material of Canadian authorship.

SECTION 3

Membership in the Group requires full compliance with the terms and provisions of such regulations, directives and procedures as may from time to time be stipulated for the accomplishment of the objects of the Group. Specifically this shall be understood to include acceptance of reasonable responsibilities. Any member failing or refusing so to comply shall be liable to suspension or expulsion from membership as provided for in ARTICLE VII.

SECTION 4

Application for membership in the Group shall be in writing addressed to the Secretary, and shall be processed by a membership committee before being submitted to a vote.

SECTION 5

No individual whether employed by one or more than one publishing firm may make application for membership on behalf of more than one publishing firm.

SECTION 6

On admission to membership, each member shall certify in writing to the Secretary, the name of the person designated to represent the member in the Group. This certification may be revoked at any time by the member and another person designated.

SECTION 7

Members who have resigned or otherwise discontinued membership may re-apply for membership under the provisions of the foregoing sections.

ARTICLE IV - BOARD OF DIRECTORS

SECTION 1

(a) The present officers and Board of Directors of the CTPI will be the officers of the new Group until the next annual meeting.

(b) To conduct the affairs of the Group in accordance with the directions given by the members, six member firms in the persons of their elected representatives, shall constitute a Board of Directors.

(c) The chairmen of standing committees should be prepared to attend appropriate meetings in an advisory capacity.

SECTION 2

Two new directors shall be elected before each annual meeting of the members and shall serve for three years or until their successors are elected to take office.

SECTION 3

Any person representing a member company in the Group at the time of its election to the Board of Directors shall occupy the position on the Board, and any successor to such person shall not automatically succeed to his predecessor's position on the Board for any unexpired term.

SECTION 4

If any person holding a position on the Board of Directors shall be unable to complete his term of office, the remaining Directors, by a majority vote, may elect another member of the Group to serve until Directors are elected under the provision of Section 2.

ARTICLE V - OFFICERS

From its membership the Board of Directors shall elect annually a President, a Vice-President, a Secretary and a Treasurer.

ARTICLE VI - FINANCIAL YEAR AND MEETINGS

SECTION 1

The Financial Year of the Group shall be the Calendar Year.

SECTION 2

Meetings of the members shall take place from time to time on call of the President or of any three members. The Annual Meeting shall be held in the month of January at a place selected by the Board of Directors.

SECTION 3

At all meetings of the Group members shall be represented by the person designated as in ARTICLE III, SECTION 6, or by a proxy from the staff of the member provided the Secretary is advised in writing of the proxy before the meeting.

ARTICLE VII - CONTINUING MEMBERSHIP

The Board of Directors shall have power, at its discretion, to suspend or expel any member of the Group, the conduct of which it deems detrimental to the objects of the Group, or which in its opinion has ceased to be actively engaged in the publishing of Canadian textbooks. However, such suspension or expulsion may be appealed to a General Meeting of the Group and the suspended or expelled member may demand such a General Meeting within thirty days from the date of suspension or expulsion. It shall require a simple majority vote by ballot of the members represented to reverse the decision of the Board of Directors. The member under suspension or expulsion shall not vote, and shall not be present during the voting.

LIST OF MEMBERS OF THE CANADIAN EDUCATIONAL PUBLISHERS' GROUP

Addison-Wesley (Canada) Limited
36 Prince Andrew Place
Don Mills 403, Ontario

Bellhaven House Limited
1145 Bellamy Road, Suite 2
Scarborough 707, Ontario

The Book Society of Canada Limited
4386 Sheppard Avenue East
Agincourt 742, Ontario

The Copp Clark Publishing Co. Limited
517 Wellington Street West
Toronto 135, Ontario

J. M. Dent & Sons (Canada) Limited
100 Scarsdale Road
Don Mills 404, Ontario

Doubleday Canada Limited
105 Bond Street
Toronto 200, Ontario

Encyclopaedia Britannica
Publications Limited
151 Bloor Street West
Toronto 181, Ontario

General Publishing Company Limited
30 Lesmill Road
Don Mills 405, Ontario

Ginn and Company
35 Mobile Drive
Toronto 375, Ontario

Griffin Press Limited
455 King Street West
Toronto 135, Ontario

GLC Educational Materials
and Services Limited
115 Nugget Avenue
Agincourt, Ontario

Gage Educational Publishing Limited
1500 Birchmount Road
Scarborough 733, Ontario

D. C. Heath Canada Limited
Suite 1408
100 Adelaide Street West
Toronto 110, Ontario

Holt, Rinehart and Winston of Canada Ltd.
55 Horner Avenue
Toronto 530, Ontario

Longman Canada Limited
55 Barber Greene Road
Don Mills 403, Ontario

The Macmillan Company of Canada Ltd.
70 Bond Street
Toronto 205, Ontario

McClelland & Stewart Limited
25 Hollinger Road
Toronto 374, Ontario

McGraw-Hill Ryerson Limited
330 Progress Avenue
Scarborough 707, Ontario

Thomas Nelson & Sons (Canada) Limited
81 Curlew Drive
Don Mills 400, Ontario

Oxford University Press
70 Wynford Drive
Don Mills 403, Ontario

Sir Isaac Pitman (Canada) Limited
495 Wellington Street West
Toronto 135, Ontario

Prentice-Hall of Canada Limited
1870 Birchmount Road
Scarborough 706, Ontario

Science Research Associates (Canada) Ltd.
44 Prince Andrew Place
Don Mills 403, Ontario

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BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

CANADIAN COPYRIGHT INSTITUTE

NOVEMBER 9, 1971

Submission To The

ROYAL COMMISSION ON BOOK PUBLISHING

On The Implications Of

BILL 256
(Competition Act)
before the
Canadian Parliament

by

Canadian Copyright Institute

November 1971

The Canadian Copyright Institute wishes to express concern regarding the provisions contained in Bill 256 of the Parliament of Canada as they relate to copyright.

Bill 256 is couched in such general language that it is difficult to forecast with any accuracy its effects at this time. For example, "commodity" is defined by the Bill as meaning real and personal property of every description - .

Section 37 of the Bill provides that the Tribunal (set up by the Bill) may, where it is satisfied that (d) a person or persons are in a monopoly position within the meaning of Section 41 - (g) - -prohibit that person or those persons from entrenching or extending or attempting to entrench or extend his or their monopoly position in the market in which he or they are carrying on business or in any other market by any action the effect of which would be to prevent the entry of any person into or the continuation or expansion of the business of any person in a market, or from so doing other than on terms and conditions prescribed in the order.

Section 41 defines a monopoly position for the purposes of Section 37. A person is in a monopoly position when he or two or more persons account for all or substantially all of a commodity supplied in a market whether or not such position results from ownership or the right to use any - copyright.

Section 16(1) (c) provides that no person shall conspire, combine, agree or arrange with another person, (c) to divide or

allocate between or among themselves any market for the acquisition or supply of a commodity or service, - .

Does this prohibition in Section 16 prohibit an author from selling English language rights to one publisher; French language rights to another, and serial rights or paperback rights to another? If this is so, the Bill would seem to frustrate long accepted market practises of the publishing industry and so far as we know, there have been no complaints or suggestions that such practises were in any way against the public interest.

Section 18(1) of the Bill provides that no person engaged in the business of producing or supplying a commodity within or without Canada or who has, within or without Canada, the exclusive right and privilege conferred by a - copyright - shall, either directly or indirectly, (b) refuse to supply a commodity to any other person engaged in business in Canada because of the low price which the other person (i) has previously sold or offered for sale or advertised a commodity within Canada, or (ii) proposes to sell or offer for sale or advertise a commodity within Canada.

Is the effect of Section 18 to compel a Canadian publisher to sell his copyright to a work to a competitor publisher who demands it for a royalty similar to that paid by the first publisher to the author although the first publisher may have invested several thousands of dollars in prepublication

costs on the assumption that the market would absorb a certain number of copies? Could his competitor proceed to reproduce the work by photo lithography at a fraction of the first publisher's costs of producing the work and reducing it to print?

If Canadian publishers are to take advantage of the market for Canadian works in the developing countries, it will be necessary for them to licence cheap editions for production in such countries. Such cheap editions will be licenced at a price that will not bear their proportionate share of prepublication or overhead costs. These must of necessity be borne by the Canadian market. Should a publisher refuse to licence these works, a foreign publisher may supply the market with another work or if Canada subscribes to the Appendix to the Paris Act of the Berne Convention, a nontransferable compulsory licence to reproduce the work or translate it into a foreign language may be issued to a publisher in the developing country in which case the Canadian publisher loses all control of his work.

Clarification of the wording of Bill 256 and its effects is essential lest it place Canadian authors and Canadian publishers under such a serious disability that their business activities will be seriously curtailed.

The Report of the Economic Council on Intellectual and Industrial Property recommends the formation of a copyright advisory committee and an expanded or reconstituted copyright

appeal board. It would appear that if Bill 256 as presently constituted becomes law, copyright owners will be burdened with yet another supervisory body - the Tribunal - which will place a further disability on the industry particularly because of its unfamiliarity with copyright.

It is argued by defenders of the Bill that it is inconceivable that Section 41 be used to frustrate the basic purpose of the Copyright Act. Further, they say that Section 41 is only a reconstituted Section 30 of the Combines Act which has only been used once in 50 years and therefore copyright holders should not be too concerned. We would ask, what then is the purpose of including copyright in the Bill or in retaining Section 41? Copyright was not included in the Combines Act. It is not good legislation to give the Tribunal such wide powers if they are not to be used.

Plans are currently under way for the formation of a clearing house and royalty collecting association of Canadian authors and publishers to take assignments of reprography rights to copyright works by Canadian authors publishing in Canada. The association would then licence these rights to users in return for a standard royalty fee. The royalties collected would be used, first, to defray the expenses of the association and the balance distributed to the authors and publishers in proportion to the amount of use made of their works.

Bill 256 would appear to prohibit the formation of such an association. It would appear, for example, that it might be accused of being in breach of Section 18 or engaged in a restrictive practise contrary to the provisions of Section 37. We have noted that the Economic Council of Canada spoke sympathetically of royalty collecting associations and CAPAC or its predecessor has operated as a royalty collecting association since 1924. Thus Bill 256 would appear to prevent authors and publishers from taking steps to remedy the serious loss of revenue which they face from the new reprography techniques.

It may be considered desirable that royalty collecting associations be subject to supervision. We would, however, urge that a better way of handling this would be through the Copyright Office or a reconstituted copyright appeal board. The decisions of such a board should be subject to appeal on findings of fact and law.

Finally, may we say that copyright is concerned with literature, music, the arts and a national cultural identity and thus transcends the economic matters normally coming under the Combines Department. To make authors and publishers subject to the supervision of three bodies - a copyright advisory committee, a copyright appeal board and the Tribunal proposed by the Bill - is to place a further burden on an industry already suffering under heavy disabilities and one which is particularly important to Canada at this time when she is trying to develop a cultural identity and unity.

We would, therefore, urge that the Royal Commission on Book Publishing recommend that copyright be removed from the purview of Bill 256 and the proposed Competition Act and be dealt with by the Copyright Act. The Bill would, of course, still apply to the manufacture and sale of books, etc., which would still come under the definition of a commodity. We make no observations on the Bill as it applies to the sale of books as distinct from the copyrights in books.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

COUTTS LIBRARY SERVICE LIMITED

NOVEMBER 9, 1971

BRIEF TO THE ONTARIO ROYAL COMMISSION ON PUBLISHING

INTRODUCTION

In this brief we have attempted to study the relationship between one Canadian dealer and the Canadian publisher who not only publishes original Canadian books, but acts as an agent for American publishers as well. We will present the facts as we have found them affecting us. We are not in a position to speak for other dealers.

We have not examined in detail, our business transactions with the Canadian publisher who publishes original Canadian works, and who does not act as an agent for foreign publishers to supplement his working costs. We have not examined in detail, our business dealings with any of the Canadian University Presses, and with McClelland & Stewart Limited.

John Coutts Library Services Limited is a private company incorporated in Canada, with head office in Niagara Falls, Ontario. The incorporated American company, which is a subsidiary of the Canadian company, is located in Niagara Falls, New York. The two companies are primarily concerned with the buying of books from the publishers resident in Canada, and the United States, and the selling of these books to libraries in both of these countries. Ninety-five percent of our business is done at the university and the college library level.

Both the companies were incorporated in late 1969, and we began accepting regular orders (1) from libraries on January 2, 1970. Previous to that date, we had two committed customers (2) who were willing to buy all new and appropriate American and Canadian -

English and French - 1970 copyright publications from us on approval order (3). Soon after that we had four Canadian university libraries (4) who wanted to buy original Canadian 1970 copyright books from us on approval order. (We now have fifteen libraries (5) who buy their new and original Canadian copyright books from us on approval order). As of September 30, 1971, we had sold books to 132 customers (6).

Not all our customers were happy with our service. Waterloo Lutheran University library stopped buying from us in 1970 because of our poor discounts, but are now ordering from us again. Victoria University, University of Toronto, stopped buying from us because of our poor discounts, and St. Mary's University in Halifax stopped buying from us because we charged postage and handling of up to 10% of the net price for items where we had received no discount, and had paid postage and handling charges from the publisher.

We have received no orders from two of the large Canadian universities - Dalhousie University of Halifax, and Simon Fraser University in Vancouver.

Previous to our establishment, our customers had bought most of their books from dealers in foreign countries. The majority of orders received by us are for books originating in Canada, and the United States. We do receive orders for books published in the United Kingdom, and all other countries around the world. We prefer not to receive these orders because we cannot guarantee fast and efficient delivery, and we lose money on every single transaction. However, this is a service we are able to give to our customers, and we will continue to do so. We search for out-of-print items for one particular library who gives us 75% of their current book budget.

In 1970, we ordered from a total of 4481 suppliers, of which 1698 were in Canada, 2747 in the United States, and 36 in other countries. In addition to the major publishers, the Societal, Institutional, Governmental, and small publishing houses, we are asked to supply non-book forms, such as phonodiscs, motion picture films, microfilms, magnetic tapes, etc. We have just completed our second annual American and Canadian publisher lists (7), which indicate most of our sources of supply, and we have sent a copy of these lists to our customers.

We offer several services which we hope enable us to secure and keep customers.

We supply books from all over the world at price of country of origin.

We give a flat discount to every good customer of ours on every Canadian and American title supplied by us.

We add no postage and handling charges for books originally published in Canada, and the United States.

We accept all collect telephone charges for customers resident from Newfoundland to Vancouver Island.

We advertise in suitable library journals, whether it is to our advantage or not (if one of our customers is the advertising manager for one of the regional journals, we will certainly be approached for space).

We donate to the annual meetings of the Canadian Library Association (although I noticed when the list of the 1971 benefactors was published that none of our competitors had aided this worthy organization).

We supply forms for all books sent out on approval (8), and we do not have a hidden service charge for this pre-selective service.

We send out a monthly bibliographic list (9) of current Canadian

books, catalogued and processed (10) during the previous month.

We maintain three telephone numbers in our office, and other than the obvious Niagara Falls, Ontario lines, we have a Toronto line, and a Niagara Falls, New York line. These two lines enable us to give much faster, and more immediate service, than if we had to depend upon the mail.

We now have a staff of fifty-three full-time, and four part-time people to service all orders received. (On January 2, 1970, we had four full-time people employed when we opened our office).

With such an overhead, we must be concerned with the discounts extended to us by all the publishers, and with the pricing practices of the Canadian publisher agents when we buy from them.

BUYING PRACTICES

At the beginning of our operations in 1970, we bought on an exclusive basis, all American books required for approval order, from all the publishers represented by Publishers' Academic Library Service (PALS) in Toronto (11), and from the Canadian offices of Clarke, Irwin & Company Ltd., McGraw-Hill Company of Canada Ltd., and Prentice Hall of Canada Ltd. The Canadian dollar was approximately 92¢ to the American dollar at that time, and the average 10-20% mark-up over the American price could be absorbed when we bought from these major Canadian suppliers. After the Canadian dollar was set free, the money loss became more critical.

In December of 1970, letters were sent to the Canadian publisher agents with whom we were dealing, and arrangements were made to continue buying, on the same exclusive basis, from certain of the Canadian publishers who understood our problems (12). We have ordered, and continue to order, new and original American books required for our approval department, and for our regular order department, from all the publisher agents located in Toronto.

The 1971-72 edition of Literary Market Place lists 872 main American publishers, of which 318 are represented in Canada, according to the Quill & Quire spring 1971 edition of Canadian Publishers' Directory. In 1970, we had to order from 2429 other sources in the United States, not represented in Canada.

Using the Literary Market Place, and the Canadian Publishers' Directory figures, it can be seen that 36.5% of the main American publishers are available to us in Canada. Using our 1970 figures of 2747 American suppliers, it is to be noted that only

11.6% of our American suppliers were available to us in Canada. This figure of 11.6% represents a much higher percentage of available American publications than that. But for us, certainly not more than 50%. If that.

We order from the more specialized publisher because that is the kind of order we receive. Public and school libraries do not order from us. If this type of library did order from us, or if we were able to give them the kind of service they want, we might be able to say that more than 50% of all new American publications are available to us in Canada.

This calendar year we have ordered from over 3300 American suppliers. We are receiving more and more orders for the harder-to-obtain item.

Random House of Canada Ltd. handles almost 100% of all the Random House, Inc. publications. Unfortunately for us, not every university library wants to buy all of their publications. If it were true, our operations would be much simpler. Syracuse University Press is not represented in Canada, and every university and college library will want almost all of their publications.

We have made a detailed study of two American presses represented in Canada, and two American presses not represented in Canada. We have attempted to show, from this small and necessarily inconclusive sampling, what percentage of each of these publisher's publications we would initially have had to stock to satisfy our approval customers.

In 1970, Library of Congress cards were issued for four hundred and twenty-three (423) 1970 copyright publications from McGraw-Hill, Inc., and four hundred and seventy-nine (479) 1970

copyright publications from Doubleday & Company, Inc. Library of Congress is slow and publishers, because of publishing difficulties, will often publish a new publication in a year other than its copyright year. Add 10% to both of the above figures and a more realistic publication figure can be said to be four hundred and sixty-five (465) for McGraw-Hill, Inc., and five hundred and twenty-six (526) for Doubleday & Company, Inc. We received two hundred and forty-eight (248) 1970 copyright American publications from McGraw-Hill Company of Canada, or 53.33% of their new publications. We received one hundred and four (104) 1970 copyright American publications from Doubleday Publishers, or 19.77% of their new publications. These two publishers, as well as other Canadian publisher agents, with whom we are on standing order, send us books on a pre-selective basis, according to our specifications (13), and in the case of McGraw-Hill Ryerson Limited, and Doubleday Publishers, these publishers do an extremely good and conscientious job of selection.

In 1970, we were on standing order, in the United States, for two presses not represented in Canada - the University of California Press, and the University of Chicago Press. Library of Congress catalogued one hundred and twenty-two (122) 1970 copyright University of California Press publications, and eighty-two (82) 1970 copyright University of Chicago Press publications. Add the same approximate error as in McGraw-Hill, Inc., and Doubleday and Company, Inc., and you can reach an approximate figure of one hundred and thirty-four (134) new 1970 copyright publications from the University of California Press, and ninety (90) new 1970 copyright publications from the University of Chicago Press. We received, on standing order, from the University of California Press, ninety (90)

new 1970 copyright publications, or 73.8% of their total publications. We received on standing order, from the University of Chicago Press, seventy-nine (79), or 87.7% of their total publications. These two particular publishers do an excellent and conscientious job of pre-selection as well.

We realize we cannot draw any conclusions from this small sampling of pre-selection by these four American presses, but we do know if we were to do a detailed study of all of the American presses, and all of the Societal, and Institutional publishers, that we must supply on approval, it would show that we have to buy in the United States almost 50% of new and suitable publications not available to us in Canada.

DISCOUNTS

We must receive as large a discount as possible from the major publishers to offset the losses we incur when we buy from the small publisher, the reprint publisher, the Societal, and the Institutional publisher. We have learned, from our St. Mary's University experience, that we cannot add postage and handling charges if we expect to retain a customer.

We must sell at the price of country of origin, and give a discount, if we expect to compete with the dealers resident in those countries. We do give a flat discount to good customers. (We define a good customer as one who gives us a fair proportion of their budget, regardless of size of budget. St. Thomas More College in Saskatoon, and McGill University receive flat discounts from us. It is quite evident that the size of their budgets is not the same, but to us they are both valued customers).

When we buy from the Canadian publisher agent, we buy on their terms. Their discounts are based always on the Canadian price, and when we have to sell at the American price we do not have a great deal of room in which to operate.

We have made a detailed study on the practice of the Canadian publisher agent, as it affects us regarding discounts. The examples are as follows, and more information may be noted in the appendix.

Examples follow on pages 10, 11 and 12.

		U.S. List (x)	Can.List From Act. Invoice	Amer. Disc. (y)	Can.Disc. From Act. Invoice	Amer. Price(z)	Can.Price From Act. Invoice	Our Charge Without Disc.
14.	a.	2.95	3.25	30%	25%	2.06	2.44	3.04
	b.	6.00	6.65	46%	46%	3.24	3.59	6.18
	c.	19.50	21.50	30%	25%	13.65	16.12	20.09

We do not buy American books from this Canadian Publisher agent on an exclusive basis any longer.

15.	a.	4.50	6.25	20%	20%	3.60	5.00	4.67
	b.	7.95	12.50	40%	43%	4.77	7.12	8.19
	c.	6.95	8.75	40%	43%	4.17	4.99	7.16

We continue to be on standing order for this publisher agent's original 1971 copyright American and Canadian books, even though the mark-up is high on the American books. Their service is excellent, and the co-operation at all times is of great benefit to us.

16.	a.	7.50	10.25	20%	20%	6.00	8.20	7.73
	b.	5.95	7.50	40%	46%	3.57	4.05	6.13
	c.	4.95	8.50	25%	46%	3.71	4.59	5.10

We do not buy this Canadian publisher agent's American books on an exclusive basis any longer. Their mark-up is one of the highest in the business, and their service to us is not good.

17.	a.	11.00	12.10	20%	20%	8.80	9.68	11.22
	b.	12.50	13.75	40%	40%	7.50	8.25	12.88

This publisher agent raised the Canadian price by 10% for this one American publisher. On the other American publishers that they handle, they raised the prices anywhere between 20-30%. They did not do a

	U.S. List (x)	Can.List From Act. Invoice	Amer. Disc. (y)	Can.Disc. From Act. Invoice	Amer. Price(z)	Can.Price From Act. Invoice	Our Charge Without Disc.
17.-17. Cont'd.							

good job of sellecting their American books for us, and we discontinued our exclusive standing order relation with them.

18. a.	5.95	6.95	40%	41%	3.57	4.10	6.13
b.	6.95	8.50	40%	41%	4.17	5.01	7.16
c.	6.50	7.75	40%	41%	3.90	4.57	6.70
d.	15.00	17.95	40%	41%	9.00	10.59	15.45

We continue to be on standing order with this publisher agent in Canada for their 1970 copyright American and Canadian books. They do a good job of selection, and as the majority of their publications are trade books for which we receive a good discount, and we are absorbing the marked-up price of almost 20%.

19. a.	10.95	12.05	20%	20%	8.76	9.64	11.28
b.	7.95	9.35	40%	44%	4.77	5.24	8.19
c.	12.50	13.75	40%	40%	7.50	8.25	12.88

We continue to be on standing order with this publisher agent for their 1971 copyright American and Canadian publications. They do a good job of selection, and they give us excellent service.

20. a.	12.50	13.75	20%	25%	10.00	10.31	12.88
b.	4.50	5.75	40%	40%	2.70	3.45	4.64
c.	6.95	8.75	40%	40%	4.17	5.25	7.16

We do not buy American books on an exclusive basis from this Canadian publisher agent any longer.

		U.S. List (x)	Can.List From Act. Invoice	Amer. Disc. (y)	Can.Disc. From Act. Invoice	Amer. Price(z)	Can.Price From Act. Invoice	Our Charge Without Disc.
21.	a.	9.95	11.00	20%	20%	7.96	8.80	10.25
	b.	5.95	7.25	40%	40%	3.57	4.35	6.13

We continue to be on standing order with this Canadian publisher agent for their 1971 copyright American and Canadian publications because of their excellent service and co-operation.

22.	a.	11.50	12.65	20%	20%	9.20	10.12	13.03
	b.	6.95	10.50	40%	42%	4.17	6.09	7.14

We continue to be on standing order with this Canadian publisher agent for their 1971 copyright American and Canadian publications, and we buy all of their books when we have an order for one of them. No one gives us better service and more co-operation.

23.	a.	10.00	12.35	20%	20%	8.00	9.88	10.30
	b.	6.95	8.50	46%	43%	4.17	4.78	7.16
	c.	8.95	10.95	40%	43%	5.37	6.24	9.22

We are no longer on standing order with this Canadian publisher agent, and we deal with them on an occasional basis.

x - Books In Print listing 1970

y - American Book Buyers Hand Book listing 1971

z - This price is ascertained from the information given us in Books in Print (x), and American Book Buyers Hand Book (y)

Examples above show the margin, or the lack of margin on which we worked last year. We lost two customers because of our poor

discounts, and yet when we buy American books in Canada, and sell at the American price, we can give little, if any discount. In most cases, it would have been more sensible to add postage and handling charges for many of the books purchased in Canada. But we would have lost customers.

We do not send back reports to the library saying we will not handle publications from certain publishers, such as some dealers in the United States, and Canada do. We attempt always to handle any of the Societal, etc. publishers, and if we ever send back a report to the library saying we cannot obtain a book from this publisher, it is because the publisher will not supply it to us. One Canadian publisher who will not supply us is CCH Canadian, Ltd., and one American publisher who will not supply us is the National Geographic Society, but these two are the exception. (I am sure that if we were to take out expensive memberships with either of these publishers/societies, we could obtain their publications).

55% of the orders we receive from libraries are for titles where we receive 20%, or no discount, and in addition pay postage and handling. 25% of the orders received by us from libraries are for books where we receive between 30 and 33% of a discount from publishers, and pay postage and handling. 20% of the orders received by us from libraries are for books where we receive 40 or more percent from the publisher, and pay postage and handling. Every library wants to receive as large a discount as possible from us, and obtain the same good service. When we have to buy so many of the short discount items, and when our margin is so low when we buy in Canada, we cannot give a discount, and sell at the price of country of origin too.

AVAILABILITY AND DELIVERY

Libraries are always timing us for speed of delivery. Librarians use one dealer as a point of reference to another dealer, and that is as it should be. The librarian is the customer, and we are in business to give service.

At the present moment, from Newfoundland to Vancouver Island, we are delivering books as fast as more established dealers in the United States and Canada are, and in some cases faster. Our discounts are not the best, because when we buy American books in Canada, and sell at American price, we simply put ourselves out of competition.

When the Canadian library buys American books direct from the Canadian publisher agent in Toronto, they will always obtain the book faster than if they had bought the title from us. (That is all things being equal, and the book is in stock in Toronto). The discount will appear to be higher, although in reality it isn't. When we sell a particular American title, it will be at American list, less preferential discount, and has no postage and handling charges added.

Because libraries time us for speed of delivery, we must time publishers for speed of their delivery. Our major competition for selling American books in Canada comes from American dealers (24). These dealers are able to buy the American books from the original publisher, and do not have to wait for the book if it is out of stock in Toronto, nor do they have to buy at the Canadian marked-up price, and sell at a lower American price.

Doubleday Publishers, McGraw-Hill Ryerson Limited, Prentice-Hall of Canada Limited, and in fact most of the large American publishing companies who maintain branch offices here in Canada, give us,

and we presume their other customers, good and excellent service. It is a pleasure to deal with them.

We have timed some of the publisher agents with whom we are dealing, and to use one example, rather than a whole page full of them, we will go into particulars.

In January, 1970, we set up an exclusive ordering arrangement with a particular Canadian publisher agent to buy all suitable 1970 American copyright publications from them on standing order. We decided also to order from them on an order-to-order basis, because we had been informed that they maintained stock of most of the back-list titles from the American publishers whom they were representing at that time. On January 16, 1970, we received a rush order from an Ontario university (Appendix-25), who wanted a book from a particular American university press (Appendix-26). We telephoned the Toronto agent (Appendix-27), and even though it was not in stock in Toronto, we were promised the book within a week, because it was on order. We waited until January 26, 1970, for receipt of this book, and after receiving a phone call from the library in question, concerning their very rush order, we found out that the book was still not in stock in Toronto. We ordered the book from the American publisher on that date and we received it, and had it ready for shipment, on February 13, 1970. We did not cancel the original order with the Canadian publisher because we hoped we would receive another order for it (we never did). The book was sent to us by the Canadian publisher agent, and we received it on March 17, 1970, which was two months, or almost nine weeks later. This example is not unusual, and without giving the actual ordering statistics, it has been bettered only once by one other Canadian publisher agent (Appendix-28), who

supplied us one of their popular American University text-books thirteen weeks after date of our rush order, while the American publisher supplied us the book within three weeks of our order.

On popular and current trade items, and college text-books originating in the United States, we can expect, and do receive, fast and efficient delivery from most of the Toronto publisher agents. Unfortunately, for the sake of this discussion, we do not often order this kind of item. Libraries order from us the more scholarly, and harder-to-obtain items.

We do order, and do claim from book reviews every week. For the purpose of this brief, we used the September 12th issue of the New York Times Book Review as a claiming and ordering device for American books we could expect to receive on standing order from two Canadian publisher agents, and for ordering of suitable titles from two other Canadian publisher agents. We picked five titles at random, each one from a different and reputable American publishing company. The NYTBR is not a scholarly book review, and one would have thought that these more popular titles, which had been reviewed, would be in stock here in Toronto. Reviews, and advertising in the NYTBR are co-ordinated the same as they are in other major review magazines such as this (the now-defunct Globe Weekly Magazine). The Canadian publishing agents would have had plenty of opportunity to have ordered these books from their principals either by galley sheets, sales conference, or catalogues.

One Canadian publishing agent (Appendix-29) had the book in stock, and this particular agent always has his American books in stock 10-14 days in advance of publication. The three Canadian publishing agents (Appendices 30-31-32), representing the four other publishers, were awaiting stock in Toronto anywhere from 2-4 weeks,

even though all the books had been simultaneously published in Canada, and the United States.

We did not obtain one big account last year from a Canadian university library because of our slow service, and poor discounts. They found, after they had done a time-study analysis on various dealers who supplied American books in Canada, that we were at least six weeks behind our main competitor, Richard Abel and Co. (Canada) Ltd., when it came to supplying books from the main publishers. The American publisher would have shipped the new books to the resident American dealer at the same time, or even later than they would have shipped stock to the Canadian agent. The American dealer, in turn, had the new and suitable book to the Canadian librarian on, or about the time of the review.

The media does not stop at any border, and our Canadian university librarians are not so naive as some would like to believe. They can read statistics, and when they are shopping for service, they want it, and they don't want second-best service.

PRICING

We must always price American books at American list price whether the margin allotted to us by the Canadian publisher agent, from whom we are buying, is sufficient to price at the American list or not. This is true whether we bill our Canadian customers out on a regular invoice (33), or on an approval order invoice (34).

Many of the Canadian publisher agents with whom we deal will supply us with the price of country of origin. They give us this information on their original invoice, or on computer print-out. Some give it to us when we telephone their Toronto office, and others will not give us the American price at all (they say they don't have it available).

Two of our employees do nothing but check the American price for American books bought in Canada. Our costs are necessarily higher because of this, and our discounts are lower. American dealers, resident in the United States, do not have to do this, and they naturally can give a better discount. If we don't list and sell at the American price, our customers can easily go to another dealer, and it is always one not resident in Canada.

In December of 1970, we wrote to most of the Canadian publishing agents with whom we were dealing, concerning the purchase of new American books in Canada, because we had to sell these same American books at the American price. One of them had decided (Appendix-35) to lower their Canadian price by 7% (their mark-up was being lowered from 20 to 13%). One of them (Appendix-36) wanted to raise their mark-up to 20% above the American price, and yet it is well known by us that they receive up to 65% off the American price when they buy from their American principal. One didn't even bother to answer (Appendix-37).

Our margin on American books purchased in Canada varies from where we sold the book at less than cost to enough to work on. If we could sell American books at Canadian list price, then all would be well. Our pricing would be simple, and our pattern of ordering for all available American publications here in Canada would be more easily defined. Our customers do not buy from us in that manner. And we hear their message very clearly when we no longer receive orders from them.

CONCLUSION

Throughout this brief we have attempted to make observations, and draw as few conclusions as possible.

If a solution could be found to have the libraries pay the Canadian price for American books, that would be fine. The obvious answer to that is that Departments of Education would have to give grants of up to 20% above what they are now giving to the Universities for the libraries to continue buying at their present rate. In this budget-conscious age, we cannot see this happening.

If the foreign competition were not so anxious to do a good job in servicing and selling, then our Canadian libraries would have to put up with local service, and higher prices. Our competition is not going to give up so easily, and our libraries are not going to put up with this obvious lack of service.

Another solution would be to have every new American publication represented in Canada. And that is not possible.

The most interesting solution would be for the Canadian publisher agents, who represent 38% of the major American publishers, not to mark-up the American price. And that is not going to happen.

The Toronto publisher agent could pressure the Ontario government to pass a similar Order-in-Council to the one recently passed in Quebec. This is an impossible law to administer, and now the Quebec Department of Education is probably going to be forced to give at least a 20% higher grant to all of the Quebec university and college libraries to offset the higher cost of book purchases.

Our suggested solutions are probably not possible. What is the solution?

We as a supplier to the university, college and special

library are concerned with the library's requirements. If we sell to them, it must be at their terms.

The Canadian publisher agent, and the Canadian publisher, is most anxious for the Canadian university library to buy everything from them that can be bought. The librarian has told the Canadian publisher agent, and the Canadian publisher for years how they want to buy. No one in publishing can deny that they have heard what the librarian has said time and time again. Whether it has ever been listened to is a different matter.

When PALS was set up, there was wide hope, on behalf of the publishers and the librarians, that this was the beginning of the answer. It soon became all too evident that the librarians wanted more. When the increased service was not forthcoming, the librarians went to where they could obtain the service required.

The publishers are still promoting the idea to the librarian that they should buy on an individual publisher basis, and the university librarian is still sending the major part of his orders elsewhere. And it generally is to a dealer outside the country.

Some university libraries now require processing. In the case of McMaster University, they came to us and told us what they wanted. We could supply them books on approval and do a good job, but they wanted books supplied to them with processing. Who can blame them for going elsewhere to buy their American books?

Grant McEwen Community College in Edmonton, CEGEP Dawson College, CEGEP Sir John Abbott College, and CEGEP Vanier College, all in Montreal, needed processing with their books. No one in Canada could supply it to them. Where could they help but buy?

We would like to offer processing but we can't afford to. It was recently suggested to us that we might look into it. We did. We telephoned the Ontario Development Corporation and explained our situation. We were told not to bother sending in a letter as the Ontario Development Corporation would not deal with such secondary industries as ours. But would the providing of processing not have broadened our base of operation? We will never know.

Our share of the Canadian market has risen, but we are still out-distanced by the combined American competition.

We cannot compete on discount when we buy American books in Canada, and we cannot even offer the British price when we buy and sell British books in Canada. We want to increase our sales to Canadian university libraries. But at this stage in our development, when we cannot offer processing, and we still stubbornly insist on buying too many of our American books in Canada, we will never reach the top. And that is difficult to swallow for a company that is putting all its effors and resources into giving the best service available in Canada.

We know the university librarians want to buy from a dealer such as ourselves, and we also know it will be always at their terms, not ours, and not the publishers.

We have attempted to show in this brief how varied our ordering practices must be. Every aspect of our business is concerned with ordering, and the fast supply of books. When this supply is troubled, we are troubled. When it is running smoothly, we are functioning at peak form. We must always remember that as long as we have something to sell to the customer, they will buy from us. As soon as we don't have it, the customer will buy elsewhere, and in the immediate future it is not likely to be in Canada.

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BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

CANADIAN ASSOCIATION OF UNIVERSITY TEACHERS
and
ASSOCIATION OF CANADIAN TELEVISION AND RADIO ARTISTS
and
ONTARIO CONFEDERATION OF UNIVERSITY FACULTY ASSOCIATIONS
and
ONTARIO TEACHERS FEDERATION

NOVEMBER 9, 1971

COPYRIGHT

This brief, submitted by the Association of Canadian Television and Radio Artists, the Canadian Association of University Teachers, the Ontario Confederation of University Faculty Associations, and the Ontario Teachers Federation, consists of :

Prologue

The Association of Canadian Television and Radio Artists is a professional association of writers who work in film, television, radio and for the stage, and of actors, singers, dancers, announcers and other performers who work in film, television and radio. ACTRA has approximately three thousand three hundred members, organized in branches in Newfoundland, Halifax, Montreal, Ottawa, Toronto, Winnipeg, Saskatchewan, Calgary, Edmonton and Vancouver. Our eight hundred writer members include most of the professional writers in Canada who work for film, television, radio and the stage, as well as many other writers - novelists, academics, critics, and journalists - whose work is only incidentally in the mass media.

The Canadian Association of University Teachers is the professional association of the university teachers of Canada, and through its member organizations in each provice includes 16,000 full-time members of the faculties of forty-seven Canadian universities.

The Ontario Confederation of University Faculty Associations is the provincial professional association of university teachers in Ontario with 8,300 members in fifteen universities.

The Ontario Teachers Federation is the professional organization of Ontario's 105,000 elementary and secondary school teachers.

In varying ways, copyright is a matter of crucial importance to each of us. It is the foundation of the legal and moral protection for our work, both at home, through the Canadian Copyright Act, and internationally through the reciprocal arrangements Canada has entered into with other countries under the Berne Convention and the International Copyright Convention.

We are pleased to know that Canada is at long last going to bring its Copyright law up to date.

We believe it is time that Canada also up-dated its relationship with the international conventions, especially with the 1971 Paris revision of Berne, when this becomes possible.

With regard to the new drafts of the Berne Convention and the Universal Copyright Convention that emerged from the 1971 Paris diplomatic conferences, we would like to point out that while we recognize the problems the developing countries face and their need for access to copyright materials of all kinds, we think it is a mistake to have provided for these needs by in effect diluting the copyright conventions. The protracted diplomatic bargaining that began at Stockholm in 1967 and finally resulted in the Paris compromise, will enable developing countries to use certain copyright materials domestically at low rates. The compromise reached means that in practice it will be the creator of such materials who is, once again, being required to give his material for what is essentially a form of foreign aid.

While it is, in our opinion, essential that Canada accede to the 1971 Paris revision of Berne, we believe the Canadian government should, at the same time and in whatever manner is appropriate, make provisions to reimburse Canadian creators whose copyrights are used by the developing countries, in the same way Canada reimburses farmers and manufacturers whose wheat and machinery is given to aid developing countries. Surely, when such aid is necessary, it should be a charge against the nation, and not against individuals.

Principles

The projected revision of our domestic legislation, while long overdue, is causing us some concern, mainly because of the tone of much of the current official discussion in Canada regarding copyright. We cite the Economic Council's Report on Intellectual and Industrial Property as an example. The Report is, in our opinion, disappointingly negative, as far as creators are concerned, a cautious stand-pat document, which, obsessed with the consumer interest, takes the stance that copyrightable materials are for the most part merely commodities.

Since copyright is, primarily, a device that gives the creator of an intellectual property a minimum form of protection for a specific work in a specific form for a specified period, protection that enables him to deal in the work during his lifetime and to give that work sufficient time to establish itself in the form in which the creator chooses to express it, it seems to us unwise and unrealistic to treat such a work as a mere 'commodity', and the protection given the work and the encouragement given the creator (the 'copyright') as some kind of gift to be doled out at the pleasure of the government.

While copyright is certainly essential to the financial stability of any creator who depends for his living on the return his work provides, the whole idea of copyright transcends simple economic considerations. It is a principal support of the creative community in most modern nations. Where it is lacking, other forms of support must be invented. It is a particularly effective and desirable form of support because it allows creators to work without interference or censorship from those who employ them - that is, their audiences, or users.

Certain countries, and Canada is one, have come to realise with increasing force how essential these creative people are to us, and to our future. Canada's creators are one of our most important natural resources. John Kenneth Galbraith, in a now much-quoted remark, put the matter plainly :

> If I were a practising as distinct from an advisory Canadian, I would be much more concerned about maintaining the cultural integrity of the broadcasting system and with making sure Canada has an active, independent theatre, book-publishing industry, newspapers, magazines and schools of poets and painters. I would be very much concerned that the widest possible support was given by all levels of government to the preservation of cultural traditions.... These are the things that count.

No material yardstick can measure the contribution our creators make to the life, the meaning, and ultimately we may hope, to the survival of Canada. The writer, the painter, the composer, and in a different sense the scientist and educator, all those who create materials for the enlightenment, enjoyment and benefit of others, are at the heart of the cultures that make up our rich mosaic. We believe the quality of our lives in the Canada of the future will to a large extent depend on the quality of our culture.

Indeed, the kind of Canada we want to see will not be possible unless our creative people have the maximum opportunity to work. When we are fortunate in our creators, the best aspects of our daily and communal lives, of our private and external hopes is detected, expressed and made visible in work that ultimately defines what we actually mean by terms like 'Canadian', work that as it accumulates becomes the ground that nourishes and /

and develops those traits and institutions which together make up what we tend to call our civilization.

Our creative people are not a luxury to be tolerated, to whom minimal handouts are to be given, whose work is to be dealt in as if it were wood pulp or iron ore. Their vision, their insights, their poems and plays and stories and pictures and textbooks and films and television documentaries - their ideas, their dreams - are our future. A failure here will be a failure at the heart of things.

That is why copyright is so important. We rightly make the greatest demands of our creators. But at the same time, we must insure that they are given realistic material and moral support. Insofar as copyright can provide this, we need the strongest, the most enlightened form of protection we can devise. It is significant that nations with the liveliest cultures (France and England might be taken as examples) have been - and remain - leaders in the development of copyright protection, because they know very well that when we protect our artists what we are really protecting is ourselves.

It is worth noting that most of the current concern over copyright arises not from what it attempts to achieve, but from problems that have been created by the new technologies. The film camera, the photocopier, satellites, the computer, and all the present and future wonders that assail us, have put an intolerable strain on the very idea of copyright.

Or so we are told.

We think Canadians should examine sceptically and critically just how great this strain actually is. Because if copyright really is a useful method for the protection and support of our creative people, then our main concern should be either to find practical methods to make it work in the new situation, or new methods to achieve the same end. Certainly there is no reason to surrender to the technology. Technology is our servant, not our master. If copyright contributes to the conditions in which our creative people can flourish, and technology is suggesting exciting new opportunities on how this can be done, then what we must do is make technology serve the artist, and so serve ourselves. What we must not do is erode or destroy the general principle of copyright protection which makes it possible for creative people to work at all.

We believe that copyright works.

We believe that copyright in Canada should be strengthened.

We believe that strong copyright protection is one way to help the Canadian creative community make its maximum contribution to our culture.

We believe that there is no challenge of technology so insistent that it cannot be made to serve the purposes of the Canadian creator, and the culture and future of Canada.

A consideration of the needs of creators, of users, and of distributors

While copyright seems to us to be simple in principle, its application creates certain areas of conflict of interest. We would like to examine three of these, which we have for convenience labelled as the needs of the creators, of users and of distributors of copyright materials.

The division is somewhat arbitrary, because both the category of 'users' (by which we mean the general public), and of 'distributors' (by which we mean publishers, film makers, educational systems and so on) is made up of those who employ copyright materials. However the distinction is a useful one, as may become clearer below.

The needs of the creators

The needs of the creator are paramount, not because he is more virtuous, but because he comes first in a process. He must create before that creation can be used and enjoyed, and make its contribution to our lives.

The needs of the creator are simply stated.

He needs the maximum degree of freedom to express himself, as regards both the content and the form of his work.

He needs to be able to make a living.

He needs protection for the particular form or expression of his work.

By protecting certain property rights in a creator's work for a period that corresponds roughly to his life and that of his immediate family, copyright has proved to be a workable way to give him a measure of economic freedom, an economic freedom that is one of the requirements for political and artistic freedom.

Copyright wisely leaves it to the creator to make his economic arrangements with the society; generally he tries to get payment for use. However, payment for use is not acceptable to all parts of the society, and questions are raised as to whether there should not be exceptions made for certain areas - education is one. The new technology has made this problem acute, and clear-cut solutions are now needed in many areas. But any solutions that fail to maintain copyright protection will probably destroy the effectiveness of copyright as a whole.

The needs of users

The general public's main need is for quick access to published copyright materials with a minimum of red tape.

This can be provided in a variety of ways. Traditionally, much has been left to the market place.

The traffic in books provides an honorable example. First they were sold, in a simple transaction between the publisher/bookseller and a reader. Later these same books became the stock of an interesting development, the public library, which introduced new elements into the situation, supported as it was from public funds. Still later we experienced the swift rise of the technologies that we now call the mass media: films, radio and television, which from the beginning mined the literary world for much of its material.

The position of the creator varied in each of these situations. The publisher usually paid a royalty to the author. The library has consistently paid nothing. The technological revolutions forced the creator to organize to protect his interest in the mass media, partly through negotiated agreements, partly through such devices as performing rights societies.

Some of our present confusion can be traced to these conflicting methods of making copyright materials available to the public.

We believe the time has come to recognize that the quick access we all desire does not mean free access. No one has yet worked out a better method of ensuring that the public has access than by means of copyright, nor do we know of a more equitable system to reward the creator than by payment for use. In general we do not know of creators who seek to restrict the use or enjoyment of their work by the public, as long as the work remains in the form given it by the creator, and he is fairly paid.

We assume that the maximum public benefit will derive from a copyright law that ensures that the creator effectively controls the copyright in his original work. We believe this control should cover all uses made of the work.

The needs of distributors

We include in this category a wide range of institutions - publishers, the libraries, the makers of films, educational systems, broadcasters, cable companies, those supplying data storage facilities, and so on.

It is in these areas that many of the problems raised by the modern technology become most clearly evident. To take only a few examples.

- The invention of the photocopying machine, which has proved an enormous convenience to the public, has proved to be an equally enormous headache to authors and publishers.
- The steady growth of public library services, and their imaginative extension into areas far removed from the printed word, is creating real problems for the creator. Libraries have been among the most intractable in conceding that they have any responsibility to those who create the materials they deal in.

We believe that the time has come to develop an old idea, the public library, into a rich new resource centre, and to revise our copyright law, in this instance, to make it possible for such a media bank or media centre to properly acquire and make publicly available the wide, exciting range of materials Canadians need if we are to be well-informed.

The public library as we know it is still primarily wedded to the printed book, and to the idea that it can distribute this resource without any compensation to the people who created it, beyond an initial royalty paid as part of the purchase price of the material. There are those who are attempting to extend this nineteenth century method of operation into a twentieth century world where it makes no sense, where some 'libraries' already carry and loan a bewildering array of films, tapes, books, pictures, cassettes and records, where sophisticated computers will one day make possible the almost instantaneous print-out of what will ultimately be an unlimited range of material. To do this job properly, some way must be /

be found to institute a developed form of what is usually called 'public lending right', so that the media centres - and the public - will have quick, cheap access to this fabulous store of information and entertainment without destroying the rights or the livelihood of the creators of this material.

- The continuously widening range of 'education' and a galloping technology have made it essential to reassess the relationship between the 'creator' and the 'educator' as far as copyright is concerned.

We quite properly want, and must have, the widest range of materials available for education. But at the same time, we must ensure that we get the best creators of such materials, and that they are properly compensated for their work, in the same way that we now pay for the bricks, and the chalk, and the electricity that contribute to the educational process.

- A feature film maker needs copyright control of his product (the film) in order to get the kind of distribution he needs to earn back his costs and make a profit. Both feature and educational film makers have aggressively sought to have written into copyright laws a statutory presumption of copyright, which comes into direct conflict with the needs (both economic and artistic) of the writer of the scripts from which the films are made, who feels the film maker should acquire his copyright in the same way everyone else does, by contract.

While there are no easy answers to the wide range of questions raised by the demands of the new technology, and the 'needs' of the distributors of copyright materials, one major way to attack these problems may be through the use of a co-operative form of performing rights society specifically designed to act for authors and other creative people in Canada, and capable of making arrangements with similar groups in other countries.

We would urge however that two principles be embodied in our future copyright legislation, principles that will do much to mitigate the dangers currently threatening our creators. They are :

1) that copyright always be vested in the creator of the material, who will then be free to deal with those who wish to use his material as seems most advantageous, both from an artistic and an economic point of view; and

2) that no exceptions be made to the principle of payment for the use of copyrightable materials, other than for purposes of fair dealing as defined in the Act, and for private study.

If these principles are accepted, and the Canadian Copyright Act built around them, the arrangements we see as being necessary to ensure the freest, fullest, most effective use of our intellectual property should follow without difficulty.

Recommendations

1. That Canada revise its copyright legislation to bring it into harmony with the 1971 Paris revision of the Berne Convention.

We believe that Canada will benefit from the strongest possible copyright protection on both the domestic and international level, and that by using the most recent revision of Berne we can bring our Canadian legislation up to the standard required.

2. That Canada accede to the 1971 Paris revision of the Berne Convention, and the 1971 revision of the Universal Copyright Convention. At the time Canada does this, we suggest that the Government consider practical ways to compensate creators whose works are used in developing countries in the same way that others whose work or products are used in developing countries are supported.

We believe it is particularly important that Canada accede to Berne, to which Britain, France, Germany and over 50 other countries belong, and so gain for Canadian creators the maximum protection for their work in other Berne countries. At the time we accede to Berne we should also accede to the 1971 revision of the UCC.

At the same time, while we recognize the need for certain specific forms of assistance to developing countries that can be invoked, under these most recent revisions of Berne and UCC we do not feel that such aid should be given at the expense of the Canadian creator, and we urge the government to take steps to compensate the creator.

3. That copyright always be first vested in the creator and that no exceptions to this be made in the case of persons who are employed under contracts of service, or in the case of works that are commissioned.

This recommendation is in line with our general principle that copyright should always be vested in the creator of a work. Where, for one reason or another, it is desired that copyrights pass from the creator to another, we believe this is best done by contract. This would require the removal of Sections 12 (2) and (3) from the present Act.

4. That the term of copyright in Canada be maintained at the life of the author plus fifty years.

This seems to us an acceptable and practical terms. It is increasingly used, with even the United States recommending it in its new legislation.

We would support terms of copyright for other classes of works - anonymous, photographic, films - as outlined in Article 7 of the 1971 Paris revision of Berne.

We would draw attention to the problem of perpetual copyright in unpublished works, and suggest that this be resolved by ending copyright in an unpublished work fifty years after the death of the author.

An additional problem we would draw to your attention is that raised by the d eposit of manuscript materials (such as academic theses) in libraries, and museums. It has been suggested that prolonged lawful public exposure of such manuscript material, provided this is done with the consent of the copyright owner, should be deemed to be publication, in order to give the creators of such material normal copyright control over it.

5. Since there is some doubt concerning the copyright status of lectures, we recommend that Section 2 of the present Copyright Act be broadened to include speeches, lectures and interviews, whether or not these exist in written form, e.g., a sound recording made in any fashion by anyone, and that the copyright in such a fixation be vested in the creator and not the copier.

6. That a new Copyright Act clearly prohibit all unauthorized uses of a copyright work, no matter how this is accomplished, and in particular, photocopying, copying off-air and all unauthorized recording or re-recording of any copyrighted work.

Here again, we are suggesting that our Act be brought up-to-date to cover fully all the technical developments of which we have knowledge.

7. That transmission by cable or wire and all similar devices be brought under the control of the Copyright Act.

This is necessary to allow us to ratify or accede to the most recent revision of the Berne Convention, but even if for some reason it was decided not to accede to the 1971 Paris revision of Berne it should be part of the new Canadian Act.

With regard to cable operations, we believe some practical rule needs to be adopted to distinguish a cable system from a simple antenna; for instance, copyright might operate when a CATV system is delivered to more than five outlets or when it takes in more than $50 in revenue, or both, or some equally practical cut-off provision.

8. That when copyrighted materials are used for educational purposes these be considered as merely another use of such materials, and that no special consideration be given educational use in copyright legislation. In general, this will continue the practice of the present Act.

In our society as presently constituted all those who supply the educational system expect to be reasonably paid for their products or their work. This is true of those who build schools, sell chalk, blackboards, or movie projectors. It is also true of the state-owned hydro and of the telephone company. For many years primary and secondary school teachers and university professors were expected to subsidize the educational system through low salaries and poor conditions. This was unacceptable to teachers and professors who in recent years have sought a standard of living related to their professional qualifications. Now it is proposed in some quarters that authors, television writers, film producers and composers should subsidize the educational system by foregoing copyright revenue for material used in the field of education. This is surely as unacceptable as the earlier demands that teachers should subsidize the system by foregoing legitimate and reasonable salaries. Until everyone is asked to supply the education field free of charge, then no one should be asked. Furthermore education is such a broad and general notion in the latter part of this century that a general exemption would eliminate most of the market for many Canadian authors whether of books or of educational films.

Some have suggested that copyright should be replaced by a flat fee of a standard nature on the part of publishers or educational television authorities. This would, of course, put a premium on mediocrity, since if a flat fee were high enough to attract the best talent it would be prohibitively expensive and if low enough to finance routine production it would drive the best to publish or produce in the United States or elsewhere. No Canadian publisher could afford to pay Hugh MacLennan or Mordecai Richler the equivalent of expected copyright revenue in advance of publication. A miscalculation would ruin such a firm. A major virtue of the copyright system is that both authors and publishers share the risks and the returns from the decision to publish.

The major objection of teachers and professors to the copyright system appears to be the inconvenience in securing copyright permission. However, we suggest that the development of the idea of a performing rights society for all artistic and educational production will meet that objection. See recommendation 11.

9. That no provision be made in the Copyright Act for the compulsory licensing of copyright materials.

This would mean the dropping of Section 7 and Sections 13 to 16 of the present Act. These sections, we understand, have not been used since they were enacted in 1928. One of the reasons they have not been used is that the ideas contained in materials that can be copyright can be freely used by anyone, since copyright only covers the actual form in which such ideas are expressed. Obviously, the inhibitions of copyright projected by the framers of the 1928 Act have never materialized.

Our concern is that in the future compulsory licensing may be used to force insertion in computers and data storage systems. Because the use of material inserted in such systems promises to be so wide we believe it is essential that the owner of the copyright in such materials must be fully protected against any inputs which take place without his permission. Inputs of this kind are (and will remain) quite complicated and it will be no hardship on the operators and users of such equipment if copyright clearance must be obtained before the materials are programmed. It is important to note that in such circumstances, the federal government might both require such inputs and be judge in its own case. If the problem of computer inputs could be adequately solved in another way, we would be less concerned about compulsory licensing.

Assuming, as we do, that a form of performing rights society for authors will be created, this will streamline the whole process of securing rights for this type of activity, and further render compulsory licensing unnecessary.

10. That to enable libraries to make effective use of all copyrighted materials they be brought within the provisions of the new Copyright Act, and that provision be made for the operation of a form of public lending right that will enable copyrighted materials to be loaned, copied or rented through such institutions, preferably through an extension and development of the performing rights society concept to serve all creators and all users.

The basic idea of the 'public' libarary is capable of an exciting extension. We doubt that this can be done, particularly in terms of the new technology, until the libraries willingly assume responsibility for payment for the use of the materials they deal in. At the same time, it is unrealistic to expect that the libraries can cope with any complicated system to record the use of such materials. This is why we hope that the new Copyright Act will provide the opportunity for the libraries to take up their responsibilities through the relatively uncomplicated procedures inherent in a performing rights society.

The performing rights society is discussed below.

11. That a new Copyright Act enable a performing rights society to operate for the benefit of all creators and all users of copyrighted materials.

We believe the most effective society of this kind will be a co-operative controlled by the creators themselves along the lines of successful existing musical performing rights societies, such as CAPAC. Membership in such a co-operative should be voluntary. To be effective the basic rights to be vested in the society by the creator should include public lending right, photocopying rights, educational /

educational rights, reproduction rights (e.g. in paintings), and the right to insert the material in a retrieval system.

The operation of a performing rights society of this kind is simple. It deals in large quantities of material that are contracted for at bulk rates by major users - who would in the initial instances in Canada be libraries, educational institutions or systems, governments, and so on. The performing rights society would work out practical ways to measure the use made of the materials it controls and would base the division of its income among its members on such measurement. In existing legislation, the rates such a society can charge are subject to public review and control, and we assume this would be the case in the new type of society suggested here.

An essential point about such a society is that it should be able to enter into agreements with similar societies in other countries, so that Canadian works will be protected abroad.

Certain scientists have indicated that they might wish to have practical methods to allow their materials to be used without fees without at the same time surrendering their control of the form and content of their work, and it seems likely that this could be accomplished through a performing rights society of the kind contemplated here.

12. That there be no formal registration requirements for copyrighted materials.

We would point out that formal registration requirements are ruled out by Berne (Article 5 (2) of the 1971 Paris revision). In any case, the only real justification for any registration scheme is to make it easier to identify a copyright owner, and this, we believe, can be effectively done through a performing rights society. It is conceivable that it would be useful to have a computer-compatible identifying mark on every copyrighted work - for example, a code number for a country followed by the owner's social security number - which would make it simpler to trace owners than it is at present. This is a study the Canadian government might wish to initiate. We have no objection to the voluntary registration procedure in the current Act, which is an important safeguard for secondary holders of copyright.

13. That the import barrier in the present Act (Sections 27 and 28) not be removed.

Certainly before such a change is even contemplated a careful study of the economic impact of such a move should be made. Rescinding would be a barrier to any publisher who wished to produce low-cost editions in co-operation with developing countries or to exploit export markets on a marginal costing basis, since these books could be re-imported into Canada and sold at lower prices than it was economical for the company to produce for the Canadian market.

We would point out here that we feel the Government should in any case be careful in its revisions of the Act not to give anything away without reciprocal gains.

14. That infringement remedies be made more realistic, and more easily processed, as recommended by the Economic Council and many others.

15. That the proposal of the Economic Council, "that the full set of rights for certain classes of work, including sculptures and paintings, be set out with greater clarity, as is now done for literary, musical and dramatic works," be implemented.

16. That the proposal of the Economic Council suggesting that the section of the present Copyright Act covering Moral Rights - Section 12 (7) - be spelled out and elaborated to make as clear as possible what is intended, be implemented.

We would point out that this clause is one of the principal protections for a creator who wishes to maintain the form of his work. This is very important to those who prepare scripts for any form of broadcasting, including educational TV.

17. That a broadcaster's right be created in a program it has produced.

18. That for material in the public domain a publisher be given protection in the copyright law in a particular edition only for a period of 25 years, based on the type style and layout used in that edition.

This will be particularly important if our recommendation concerning the termination of copyright in unpublished material is implemented. See recommendation 4.

19. That a performer's right, as contemplated in the Rome Convention of 1961, be provided for in the new Copyright Act, or in separate legislation, as appropriate.

We would point out in this connection that performers already have a degree of protection in this area, having negotiated rights in certain fields, and that, since the full ramifications of the effects of the new technology on performers are not known, such a right will protect the performer while this develops. Such a provision is of particular importance to teachers, for example, because it will give them an opportunity to exercise reasonable controls over contributions they make to educational television. It should be noted that such controls are concerned not only with the performance, but also its content, and may in the end be essential to ensure academic freedom as the technology is more and more used in education.

20. That Droit de suite, as outlined in Article 14ter of the 1971 Paris revision of Berne, be provided for in the new Copyright Act, or under special legislation, as appropriate.

This provision reads: "The author, or after his death the person or institutions authorized by national legislation, shall, with respect to original works of art and original manuscripts of writers and composers, enjoy the inalienable right to an interest in any sale of the work subsequent to the first transfer by the author of the work." Canadian legislation would specify the conditions under which such a right would be exercised, i.e. the payments.

BRIEFS

to the

ROYAL COMMISSION ON BOOK PUBLISHING

NOVEMBER 10, 1971

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

DR. J. R. KIDD

NOVEMBER 10, 1971

I INTRODUCTION

This memorandum is about publishing, but its focus is on the reader, what he may want to read, and how he obtains books and other related materials. To put it more precisely, it is about the reader who reads to learn. However, that is not much of a restriction since, more or less, every human being is and will be engaged in processes of continuous learning. Nor is any disparagement intended of creative writing or recreational reading. In our experience few books are so instructive as a perceptive novel or poetry.

Since the Commission has received briefs from so many persons and organizations, it is not our intention to repeat or underscore opinions or philosophies or proposals with which we may be in agreement. The facts and comments that follow are derived specifically from practice in the field of adult education.

For five years the writer has been Chairman of a Department of Adult Education in Toronto. He has been engaged in the field of adult education for more than thirty years, fourteen of them with the Canadian Association for Adult Education, and is a consultant to UNESCO and to universities in three countries outside Canada. This memorandum is a personal one, not from the Department, or The Ontario Institute for Studies in Education, but it does reflect his experience in that Department, his work in several fields of adult education, and his knowledge of trends in education in other countries.

We will deal first with some factors that should be taken into account in planning for present and future publishing, and then consider how readers and those who serve readers may find and utilize publications.

II FACTORS THAT MAY AFFECT SUBSTANTIALLY PUBLISHING DISTRIBUTION AND READING

There are many factors to be weighed. In our view, the following are of considerable consequence. We believe, however, that their full implications have rarely been considered.

1. Demographic Changes

Late in the 1950's university administrators and governments suddenly discovered that a horde of young people would soon be coming to the university and the number of undergraduate students that could be placed were far too few. They "discovered" this problem because studies by Sheffield and Jackson told them about the implications. And yet all of these prospective students, for whom new universities had to be created and old ones extended, were already living. Similarly, we believe that most planners in education (as well as publishing and broadcasting) have failed to consider the implications of certain demographic changes which have happened and are occurring, particularly the progressive aging of the Canadian people.

Most comment, inside or about Canada, refers to it as a "youthful country" and reflects on the large numbers of children and young people. The age concentration or "population bulge" is now in the years 20-26. In 1971 it will be 30-36, in 1981 it will be 40-46. Meanwhile, comparatively few of those now alive will die, and a smaller proportion of children are being and will be born. In five years' time a quarter of all Canadians will be fifty-five years and over, and both the numbers and percentage over fifty-five will mount steadily. As far as can be determined from present trends, Canada will cease to be a young nation, will soon be a country typically of middle-aged and older people.

It is fairly well-established that older people, seeking recreation and outlets for their leisure, tend to turn more to reading than in their

earlier years, provided, of course, that they have developed a taste for reading, and appropriate reading is available to them.

2. Ages for Child Rearing

In Canada, the median age when women cease to bear children is now about 31 or 32. Predictions are that this age will soon be 30, perhaps 29 or 28. That means that for substantial numbers of women the period in life when they are engaged, almost 24 hours a day, in care of children will be over by age 38 to 40. During the period of intensive home care one of their main outlets and windows on the world may have been reading, since some other means were cut off. And now they have the prospect of thirty to forty of the most productive years of life ahead of them - opportunity to renew a career, begin a career, take up work in boards, committees, voluntary societies, or many activities of personal expression. For all of these roles further learning, perhaps primarily through reading, is required. Again, much depends on whether the individual woman has developed a taste and a habit of using reading in this way, and how effective are the channels of information and distribution.

3. The Fact of Increased Leisure

Because of insufficient space, we will not dwell on the fact that, for many people, there will be more hours available that used to be consumed in work. For hundreds of thousands the increase will be dramatic, although for some others, managers and professional people mainly, there will be no increase, and there may actually be a decline. Perhaps as significant as the fact of gross increases in non-work hours are changes in the rhythms of work. Already, in Edmonton, some workers are engaged in production for three days a week and have a block of four days when they are not at the plant. In other countries, some workers have contracts that keep them fully employed for seven months a year but free to engage in study and travel for five months a year.

Whether some of these extra hours or months are used for reading and study will depend upon the individual, the learning system, and upon the efforts of those who publish and distribute to reach him. But new opportunities for such reading and study will be available to thousands. There may also be some increase in the application of "sabbatical year" programs to professional and management personnel in other fields than religion and education.

4. Acceptance of the Need for Continuous Learning by Managers and Professionals

Recently we have made a survey of fourteen professions, and other vocational groups moving towards the status of a profession, as well as managers in corporations, governments, and public authorities. In every single case there is now acceptance of the need for every individual in these prestigious vocations to undertake, every year or every second year, sizable and sustained programs of continuing education. Keeping up with changes in the particular business or profession, a vocational purpose, is the first goal. But there is also a secondary goal for many an engineer or a doctor or lawyer, namely, studying economics or politics or philosophy or literature to become more competent as a citizen and as a person. We know of one major corporation where it has been estimated that, at any time in the year, twenty-five percent of its executives will be engaged in some study course. In British Columbia, in 1970, fifty-five percent of all lawyers were enrolled in a major program of continuing legal education. It would be wrong to claim that intellectual or verbal acceptance of a concept or a need will immediately be translated into action. If every manager or professional was so engaged, during 1971, our colleges and universities would be crowded out. But action is coming. We submit that figures such as the enrollment of lawyers in British Columbia will be commonplace in the future and that recurrent education will be part of life for most people.

Has this present and future possibility and its obvious market possi-

bilities for publishing been fully understood by publishers? We think not. We know from our own experience that few universities have yet taken seriously the opportunity for further education of their own graduates. We know that much of business management education has arisen out of American experience and utilizes mainly materials from the United States.

5. Community Colleges and the Paraprofessions

The most notable single advance in education in the 1960's was the emergence of the community colleges. Two year colleges have been known in Canada for generations, but the development of entire systems of colleges was an innovation of enormous consequence not yet fully comprehended. In Ontario there are twenty colleges of applied arts and technology occupying 36 campuses, in addition to Ryerson, the agricultural colleges, and many schools of nursing. There are 36 colleges, called CEGEPs in Quebec. The total of such community colleges in Canada is well over a hundred. Students are enrolled both in the daytime and the evening. The numbers of part-time students taking college courses while employed, is rising dramatically. Two points can be made about these colleges: In the main, they cater to youth and men and women who had never seriously considered "going on" to higher education. The students of all ages represent people who have had further opportunity, and may have developed additional tastes and competence in learning. The second factor is that the colleges now train or will train all or most "paraprofessional" personnel (hospital aides, nursing aides, laboratory technicians, educational aides and personnel for many other service careers). These careers are increasing in number and significance more rapidly than any other in the total working force. Men and women in these service fields may soon become as aware of the need for further education as their professional counterparts have become. Indeed, these are the persons most likely to seize upon education as a means of moving up to higher responsibilities, status, and financial rewards. What the impact will

be on reading of a hundred, soon to be two hundred, colleges, is not easy to predict. But that there are implications for publishing should be obvious - not just in the college program itself where the enrollment will double and treble, but for the recurrent education of college graduates.

6. The Part-time Student and the Forms of "Open University"

In the past (as a generalization to which there are certain exceptions) most universities and colleges have favoured full-time students, and have only "tolerated" part-time students. Yet, despite many real difficulties, part-time and older students have persisted. Quite contrary to certain myths about them, they prove to be good students. Their median scores on courses for "credit" invariably exceed the median scores of full-time students. And their numbers have been increasing far more rapidly than full-time students. This situation is reported in considerably greater detail in our brief to the Wright Commission, which is attached. The main point to register here is that many educationists predict that in the next decade or two there will be significantly larger numbers of part-time students taking degrees, perhaps equal or double the numbers of full-time students. And hundreds of thousands will be part-time students in programs that are not degree-based.

Meanwhile, efforts to provide learning experience close to where the "students" reside and work are increasing. The radical approach, for England, of the Open University, is becoming well known. The plan of Conestoga College for a mosaic-campus approach serving learners directly in every part of its region with college courses offered in at least twelve communities, is well advanced. Other colleges in Ontario are studying or experimenting with approaches to serve learners in their scattered communities. A brief by the universities of Ontario to the Wright Commission recommends "a university of Ontario" that would serve students all over the province. Basic to these attempts to meet the learner in his own community are the provision of local

collections and travelling collections of books, the widespread use of correspondence and programmed texts, as well as television. (In Britain, during the crippling postal strike, it was the local libraries and book collections that were most utilized by "Open University" students, not television.) Accurate prediction is not possible, but it seems likely that the evident trend towards serving learners in their own communities will result in an increased use of books for the purpose.

7. The Presence of Immigrants

Except when they go looking for a restaurant, few "native" Canadians seem to note the significance of the presence of several million immigrants in Canada. Torontonians either do not know or seem not to have considered the implications of the fact that half of the school children in Toronto are immigrants or the children of immigrants. There are exceptions to this neglect or oversight such as the response of the Toronto Public Library in providing books in many languages as early as 1950.

Among many consequences that flow from the fact of a very large influx of immigrants are two that should be noted:

First, many of the immigrant families are determined to move ahead in the new environment and some of them consider that education and reading are the best means to achieve such progress.

Second, for obvious reasons, many of the immigrants and their children have an incomplete knowledge of Canada, and perhaps as well, are somewhat deficient in the use of English or French.

Both of these facts have implications for publishing and distribution. The problems and opportunities of publishing in the languages of the immigrant and also moving him to a utilization of English and French are both difficult and fascinating.

8. Changes and Opportunities Represented in New Concepts

Sometimes the application of a concept has the result of "discovering" a set of relationships or an opportunity.

In some places the concept of learning force is used, to be distinguished from "working force." It may not be an important distinction, but the concept does underscore the present and potential total of learners, including most men and women for most of their lives.

A more revealing concept, perhaps, is that of a learning system which includes many sub-systems and institutional organizations for learning, and many ways of learning, that are not primarily based on institutions. But even if one cites only sub-systems, the list would contain universities, colleges, school boards, libraries, museums, hundreds of thousands enrolled in education and training provided by industry, educational activities of professions, educational activities of profit-making "schools" (that, simply to list, take up several yellow pages in the telephone book) and an array of organized activities in churches, trade unions, ethnic societies, men's and women's associations, and so forth. If publishing could be considered and planned well for this entire learning system, or even some of the major sub-systems, the volume might exceed manyfold present production.

A third concept also deserves some attention because of its present and future importance. We have referred to the notion of education permanente, or lifelong learning. The corollary to education permanente is that of self-directed learning. For the past five years Dr. Allen Tough of this Department has been interviewing hundreds of men and women, in all vocations and social classes, people who entered upon some plan of self-directed study. Their program is not always pursued in an individualized way, in correspondence study for example, they may enroll in a class or course. But these individuals do plan, carry out, and evaluate their own progress. Tough's book,

THE ADULT'S LEARNING PROJECTS, will be published in September 1971. It deals with the reasons why they start, how they proceed, what books and materials they use for learning, what helpers they choose, what assists or hinders them. His conclusion is that there are substantial numbers of self-directed learners, far more than he had expected, that they can be helped to become competent learners, that they need more learning materials, and that many if not most men and women can be assisted to be responsible increasingly for self-directed learning.

9. A Darker Picture:
Four Million Under-educated

Every so often some newspaper or journal states that there are one million or two million or four million "illiterates" in Canada. The discrepancy arises out of impreciseness in definition of what constitutes literacy. In our experience the term "literacy" is not very useful, as applied to Canada. However, it is clear that about four million Canadians have had less than an adequate elementary schooling and, unless they have made prodigious efforts on their own, it is probable that their schooling was insufficient as a base for living well in Canada today.

What are the consequences of this condition? In the first place, for economic reasons, many of them require further job training so that they can be productive economically. Many of them might also (as a few have by their own efforts) be aided to become good readers. If only a percentage of the four million are helped to become good readers, (since the utility of good reading in their functioning as workers and citizens can be demonstrated) this would add considerably to their productivity as well as to the market for books. We know of many publishers who have considered from time to time how they might reach and serve this market, but perhaps it seemed too difficult for the individual company. We have never heard of the publishers sitting down together to think about how such a sizable problem might be tackled in some

cooperative fashion.

10. Canadian Studies

In Canada today there are moves which may result in programs, even special departments, of Canadian studies in all or most of the high schools, colleges, and universities.

What can one say briefly about Canadian Studies? That many students feel they have been "short changed" by their schools, colleges, and universities that did not provide them with content or experience about their own country and people. That multitudes of Canadians are as well or better informed about the United States, or some other country, as they are about Canada. That many colleges and universities now have, and soon all colleges, universities, and secondary schools could have organized programs in Canadian Studies that will depend considerably on good publishing. That thousands of part-time students or men and women not enrolled in classes are also looking, often without much plan or direction, or even reliable information, for such materials.

COMMENTARY:

What are we to make of these disparate strands of fact and concept?

First, there is an actual and potential "learning system" in Canada in which many millions of Canadians are or will be involved over time and for a variety of reasons. Books and other published materials are needed and will be needed in very large quantities.

Individual publishers have never, for reasons which seem obvious, attempted more than to produce or sell a few titles to some of these readers. The learning system constitutes a problem and an opportunity that goes far beyond the goals or the resources of individual publishers.

Nor have we ever known the publishers as groups or as a group (except on those rare occasions in earlier years when they were brought together by

adult educationists) to consider together the size and opportunity of this market. Nor, with one single exception, have we had visits from publishers who came to obtain information or discuss possible readership or sale for their products or inquire how these publics might be reached. We do not pretend that we know how to reach them, or that the problem is a simple one. But no problem is solved if it is never tackled directly. We believe that the facts cited above about present and future needs and markets for reading deserve not only careful scrutiny but bold action, on the part of governments and the whole publishing industry, as well as individual and cooperating publishers. We will speculate later about what kind of research - publishing - distribution - and the special authorities or consortia - might be established.

In our discussion so far we have tried to sketch the larger picture, and to see the total dimension. That is why we have used terms such as learning system and learning force. We feel that failure even to look at such concepts and possibilities, despite obvious difficulties in so doing, is one of the inter-related cause-and-effect factors associated with malaise in the publishing industry. But one can get confused or lost in large designs and miss obvious and immediate opportunities. In our opinion, there are substantial activities for publishing in certain fields, for example, continuing education for management and professional personnel, the community colleges, various facets of education for women, and Canadian Studies. Some of the requirements are monitoring of needs and special study of markets, and much improved information and distribution. We will now turn our attention to some of these problems.

III SOME OF THE FACTORS OF DISTRIBUTION AND UTILIZATION

1. Finding and Obtaining the Books

In 1956 a national study was made by the Canadian Association for Adult Education of various kinds of booklets and pamphlets used in adult education, as well as the difficulties affecting or limiting distribution. The problems

were lack of capital, lack of experience by many groups in distribution, lack of planning in relation to the special reading or user publics, lack of mutual support by the various groups and organizations. And inability to inform many who might have been consumers. Some changes did occur as a result of that study. Based on the findings and recommendations, the Queen's Printer was enabled to make the move to open up distribution stores in a few major cities. Several of the voluntary organizations for a time pooled resources for publishing and distribution. But the major publishers were not involved in the study or recommendations, the improvements were minor, and, with the exception of the new Queen's Printer outlets, peripheral.

As some briefs to the Commission have pointed out, most of the problems noted earlier remain and some seem to have intensified.

The economy for publishing and marketing books for various purposes of learning is about as chaotic as it can be. There has been little or no market research, only occasional attempts to reach the institutions that are mainly responsible for such reading use, little effort to obtain the support and assistance of those who make curricula, and only a few book stores or other outlets where the books can be seen. There has been reliance on American publishers in many fields. Could bread, or automobiles, or clothing, or hardware, be produced and marketed successfully in such a system?

But criticism is easy. What can be done?

We believe that the Commission is taking the first step, that of careful analysis of the problems and the opportunities.

Some solutions may be difficult but others are within reach and need not be costly.

2. Information

The first is information. People cannot select or buy books unless they know about what is available. There is a cost to information, but some things

can be tried.

Most communities lack book stores. But there are more than a hundred new community colleges, most of them serving a particular geographical region. As we have noted above, the CAATs in Ontario alone are operating already on 36 campuses, and if the "satellite" or "mosaic" campus concept is carried out, a hundred or more towns and cities will soon have some college "presence." These communities are so situated geographically that few people would be found farther away than an hour's drive, and most people would already go to such communities to obtain other services. An incentive system might result in every college, office, or centre, becoming a distributing outlet or at least a major part of an information system about books. In most cases there is already a willingness but the demonstrated interest may need support - ideas, display materials, information sheets, etc., from central sources.

In several provinces there are new educational broadcasting authorities and programs. While it is true that the viewing public is at present small, that will not always be the case. The few centres now receiving these signals and programs will soon be many centres. And cable television will soon blanket the main cities, bringing the possibility of many channels for the viewer. Educational television and cable television could become inexpensive means for informing people about books. Such programs, with imagination, can be interesting and most of them will qualify as Canadian content. At the present time some cable television owners have been seeking programs and yet, almost without exception, there are no programs based on books and reading.

We cite "educational television" because there is such obvious need, and cable television because the provision of multi-channels opens up so many possibilities. But there are also possibilities on two national television

networks (CBC and CTV) that have not been utilized. For various reasons television has never been the encouraging stimulus to Canadian intellectual life that radio represented in the 1940's. Individual Canadian publishers may have had short shrift in getting their ideas accepted, but the industry, or governments concerned about Canadian studies, could offer incentives, or require those responsible to utilize some network broadcasts for information, promotion, and criticism of Canadian publishing. We need not argue the importance, or the value of multi-media use and reinforcement; these facts are well known to the Commissioners. But, in Canada, they may be well known but still infrequently practiced.

Nor should radio be dismissed with a single historical reference. Radio is still the most important channel of communication for thousands of people. Radio broadcasting, national and local, is an excellent means of helping people know about and understand book opportunities for them. But it takes excellent programs. We are familiar with the arguments offered about why it is difficult to obtain cooperation and mutual support between broadcasters and publishers. In our view both the whining and the learned arguments based on esoteric theories of communications are simply excuses to cover up lack of will and lack of effort. We are convinced that these sub-systems supporting learning can work together for mutual and common welfare.

Having had some small part in supporting the increase of sales of government publications (because they were made accessible) and knowing the truth of the claim by librarians that people choose to read what is accessible to them more than books on subjects they say interest them, we would also recommend more efforts to help both those who plan courses and those who learn actually to see and handle publications. We are aware of the costs involved for any publisher who tries to make his product accessible. But is it not possible to have some cooperative efforts and some assistance from government? In British

Columbia, Alberta, and Manitoba there have been and continue to be successful uses of large trailers to take museum and craft displays to people outside of the capital cities. The Alberta caravan project is in its third year; in each town or village the caravan is parked in the school ground for a week or two and is visited by children in the daytime and adults at night, tens of thousands of them. Why could not one or more display caravans, stocked with books from all publishers and on major Canadian themes, travel constantly around Ontario, displaying the books? This might supplement stock carried in the community college and university book stores, as well as commercial book stores. Staff of the caravan could talk with teachers at all levels as well as users about their needs, advise on how to obtain publications and, at the same time, through these contacts could "monitor," could receive ideas about additional publications that are needed, and transmit them to publishers.

A mobile display could also serve special purposes that often go unserved. Thousands of Ontario adults go to fall fairs, the largest of which attract very sizable crowds. Mobile vans, already stocked, could be stationed at selected major fairs. There are also the festival or tourist areas, particularly in summer. Most people who go to Stratford, or Niagara-on-the-Lake, or Niagara Falls itself, or many of the provincial parks, have extra time on their hands. Mobile book displays, well-stocked and well-manned, would be accessible to large numbers of readers and potential readers.

3. Other Aids to Distribution

So far our attention has been on providing information about, and some means by which books can be seen by the user.

But there may be several direct ways in which distribution can be fostered.

a) A central organization, perhaps subsidized. The University of Toronto Press has recommended that a central agency might be set up to assist all educational publishers, particularly small publishers, with ideas,

a) (continued)

experience, and practical sharing of services respecting distribution. This does seem sensible and a proposal to support such a service from public funds might be more readily accepted than subsidy to individual publishers.

b) The Readers Club kind of organization. The Commission will have received information from the Readers Club of Canada about its record of distributing Canadian books. While the Readers Club is privately incorporated, its shareholders did not expect to receive and have never received any return on their investments and loans. This effort represents the contribution of a number of private citizens to distributing books in Canada. But had the Readers Club more capital, its already considerable record of distributing Canadian books might have been doubled or trebled; it could almost certainly become self-supporting, with profits going back into publishing or improving distribution of publication. One excellent means of assisting distribution would be some public support of the Readers Club of Canada or any other club established in Canada for similar purposes. By this we do not mean support to the Book-of-the-Month Club and other American societies that simply use Canadian readers for a spill-over of their product which is designed for American audiences.

c) Incentives to Specialized Book Outlets. We think that it would also be possible, in some government supported scheme, to give incentives to university and college book stores, and private book stores if they are willing, for the stocking and displaying of Canadian books of all kinds. We have already mentioned that the utilization of colleges, centres, and offices of the CAATs in Ontario could bring

c) (continued)

publications well within reach of users all over Ontario. Small subsidies, a central distribution system, and careful selection of stock might, before many years, make these ventures self-supporting or provide a modest profit. Since book costs have risen so rapidly and steeply, support schemes to enable all college and high school librarians to purchase at least a minimum collection of well-chosen Canadiana would be of great service to the learner, and of considerable direct benefit to the publisher.

4. Canadian Books Abroad

We are not so rash as to suggest that deficiencies in Canadian publishing can be made up by selling publications in foreign markets. At least not yet. But Canadians (most publishers included, except possibly for the University of Toronto Press) are too little aware of the interest that has been or might be generated abroad concerning Canadian ideas and books. (The writer has not made a detailed study of this matter but he has some direct experience. He has been commissioned to do two books for an American market; another of his books has been translated into six languages other than English, and he edits a journal CONVERGENCE, published in Toronto in four languages that has become the international journal of adult education.)

The experience with HOW ADULTS LEARN may be instructive. It was published in New York, first in 1958, and has been reprinted in modest editions five times since. It has been translated into French and published in Paris, into Hindi and published in New Delhi, and later translated into German, Serbo-Croatan, Spanish, and Arabic. Unfortunately, there are no editions in these last mentioned languages, but the book has had some distribution in these four languages in a multigraphed process. The chief handicap of other foreign language editions is that the American publisher has refused permission except for a fee that

foreign publishers consider excessive since their primary purpose is to improve education and they do not have much capital.

Had a Canadian publisher handled this book (if he had the capital) he would now be distributing to forty countries where it is used as the text book in adult education, and he could have made useful arrangements with publishers in these other countries, probably for Russian as well. Presumably, to do this he might have needed a small subsidy, or capital advance. The book, and books like it, could have been winning favorable attention for Canada in these significant universities, departments of education, and other ministries. Instead, it is marketed just as another American book, expected to earn as much profit as possible. Are there not some books that are either applicable to other countries, or are distinctively Canadian, that might be encouraged and supported for use outside of Canada? We think there are.

We have long been dismayed at the lack of Canadian books in Canadian embassies and consulates abroad. Since many of us have made representation to the Department of External Affairs, some of the libraries have been improved. But the writer has not seen what he would consider a strong collection of Canadian books in any such library. Why would it not be possible to select ten, or twenty-five books, a year that would be placed in all, or at least the major Canadian offices abroad? Such a decision should not be left to officials in the Department of External Affairs only, men who are concerned primarily with political and diplomatic matters, and who, far too often, do not realize the interest and use of these publications.

Other countries, notably Germany, France, Russia, Czechoslovakia, the United States, the United Kingdom, have made books a central part of their international development program. Canada may not yet be ready to establish and stock equivalents of British Council libraries or Goethe Houses. But there are universities abroad, scores of them in India, and many of them in

Russia, Africa, Latin America (to the writer's certain knowledge) that would obtain more Canadian books if there were some assistance in finding them and some concession around high costs.

Suppose, by careful selection processes, 50 or 100 titles chosen from a wide range of materials, were selected annually and some copies, even as few as 250 copies, purchased. This would provide a continuous source of Canadian books to major libraries in at least fifty countries and perhaps build a demand for other Canadian books. And such a market, even if served at costs of production, would be an asset to many a publisher. Such a program would constitute a very tiny part of the Canadian budget for international development and yet might perform the most lasting benefit abroad.

But this will not happen unless there is some authority with responsibility to take such action. The Canada Council does not, or has not seen itself as the appropriate agency. We think another authority may be needed. And we believe that International Book Year (1972) would be the year to inaugurate such a program.

IV CONSORTIA OR PUBLIC AUTHORITIES, OR BOTH

We believe that any thoughtful analysis of the present and potential need for publications in Canada will reveal requirements that in volume go far beyond the goals of any publisher, or the publishers as a whole. We propose that attention should be given to the concept and the reality of a total learning system, with all the needs of learners, institutions, and sub-systems.

In our view, there is nothing improper, or contrary to Canadian goals or traditions in utilizing public funds for the support of Canadian publishing. We believe that if Canadians are spiritually and intellectually impoverished for want of support of their own publishing, that this neglect arises not from principle but because of folly, or cowardice, or failure of will; or all three.

We urge that public treasure be utilized for the common good.

The important questions are how, and how much. Should authors, or readers, or publishers, or institutions fostering reading, or agents of distribution, or all five, be subsidized?

It is not our intention to deal with these questions at length in this memorandum, although we underline their significance.

In general, we are in favour of some support to authors and those undertaking research preliminary to publishing and recommend that additional forms of support, somewhat as now carried out under the Canada Council grants for research, be offered, either through a national plan or by provincial authorities.

We think that the main support that readers require is a better system of information and more opportunities to see publications and to buy them. We continue to favour substantial budgets for various libraries where readers can obtain books, free or on some modest charge basis.

We are in favour of support to publishers, particularly for research, for finding and reaching new publics, for initiative in publishing in such fields as Canadian Studies, for supporting some selected books in foreign markets, and to encourage consortia and cooperative measures. Any improvement of information about publications and stocking of books in new outlets, if public funds are utilized for this purpose, will constitute an important subsidy for publishers.

We strongly favour measures to assist teachers, those who design curricula, and libraries in educational institutions, to obtain the publications they need, particularly everything that is relevant and useful about Canada and significant problems of Canadian identity and relationships.

We are not well informed about needs of publications distributors, but have earlier urged that new outlets for publications be found and subsidized in the first few years until they are established.

Some of the major goals can be at least approached by the provision of

information systems and more outlets, some by special efforts such as use of mobile vans, some by financial subsidy or support programs to activities like the Readers Club of Canada, some by collaboration of groups of publishers.

We believe that these problems are so many and varied, and the programs needed require such study, demonstration, pilot projects, and evaluation, that one or more new public authorities may be required. One would hope that there can be a form of national authority that can assemble data over the entire system, can relate to such other authorities as the CBC, NFB, Information Canada, and the Canada Council, and can make grants and subsidies under certain conditions. However, at the risk of creating additional agencies which must then be staffed, financed, and coordinated, there does seem to be the need for a modest provincial authority for publishing, at least to serve for five or ten years while the recommendations and policies from the Royal Commission are being implemented.

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BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

LINCOLN COUNTY BOARD OF EDUCATION

NOVEMBER 10, 1971

BRIEF TO THE ROYAL COMMISSION ON THE PUBLISHING OF BOOKS

The state of the publishing industry in Canada in the 1970's is one that gives us cause for concern. The recent sales of well-established publishing houses to American firms is only the visible part of the problem, since according to the press the remaining independent publishers are in some financial difficulties. Therefore, some kind of assistance is necessary for the publishing industry in Canada if it is to play its part in preserving a Canadian culture and a Canadian identity. Precedent for such support is well established in the creation of the C.B.C. and the National Film Board, and more recently in the help given to young film makers by the Federal government in order to develop an indigenous film industry.

Recent policies of the Ontario Department of Education in enlarging the number of titles listed in Circular 14 is commendable. A logical development of this policy would be the initiation of establishment grants for public and school libraries to create Canadian collections. Multiple purchases of many titles would provide a readily accessible source of Canadiana for all our people. This collection is envisaged as a circulating, rather than a reference collection.

The publishing of text-books has in many ways become a key-stone to the problem. Text books frequently provide the margin of profit to a publisher which enable him to publish the creative writings of young authors. While American and British publishers produce many excellent Canadian text-books, they make little effort to publish new and experimental writing. They show all the courage and initiative of a man betting his money to win on the horse in a one-horse race.

The readily available means of photographic reproduction of printed and illustrative material has created a serious problem for the publisher. The presence of a mimeographing machine, in tandem with the copier, turns every school office into an immediate or potential publisher, pirating material without

contributing to the costs of development. This contravenes copyright and moral laws we have adopted concerning theft and the rights of private property. One is acquainted with the attitude of the courts towards persons accused of taking newspapers from street-corner boxes without making payment. Is there much difference between the street corner pilferer and the classroom pirate?

If the practice cannot be stopped, it is suggested that the commission examine devices or counters installed on such machines to enable some form of compensation to be paid to property owners.

Some assistance may be given to the publisher by a system of subsidizing. This has been most successfully done in a few cases by private industry or the Canada Council. This would probably apply to high cost books where the risk to the publisher would be too great. For example, Roloff Beny's "To every Thing There is a Season", subsidized by Eaton's of Canada; "Canada" by Stephen Leacock subsidized by Seagrams; "Canada, A Year of the Land" subsidized by the National Film Board. With the heavy costs of colour reproduction, it seems essential that many books will have to be subsidized. In parenthesis it might be said that the graphic arts industry has trouble competing in cost with European and Asiatic houses.

Recent years has seen the rise of a number of small scale publishers who have served the creative writer in Canada well. Their efforts in publishing the young poet and the untried novelist are to be commended. The problem with the small publisher appears to be the paradox of scale: so long as he is small, his list of titles limited, his overhead, warehousing and distribution costs reasonable, he may be successful. However, growth beyond a certain stage increases his costs much more rapidly than the attendant return from increased sales. Perhaps the new presses should be complimented on the works they have produced in the past and encouraged to continue to provide an outlet for high

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quality, creative Canadian talent, and warned of the dangers of rapid growth.

It should be pointed out that the reader in Canada is served fairly well by Canadian and international publishers. Where he may have reason to complain is in the very limited facilities provided for the critical appraisal or purchase of books. Newspapers and periodicals in Canada are neither consistent nor judicious in the review space accorded to newly published works. Metropolitan newspapers usually provide a Saturday page in which notice of new books is provided. The Toronto Globe Magazine has a regular section often employing academics as reviewers, and the natioral magazines have a variety of review policies. However, it is noticeable that in the provincial press the reviews are prepared either by syndicated writers from a wire service, or local reporters whose judgements may be based on limited background and experience. Publishers do not appear to use the periodical or daily press for advertising purposes except on rare occasion. The reader is thus left to find out about books from foreign review sources or his library or bookstore.

Outside of the metropolitan areas, retail establishments devoted entirely to the sale of books are practically non-existent. For example, to purchase a book in the city of St. Catharines, a municipality of 105,000, one must visit either a stationery shop, a section of a department store, variety, or drug store, or the local University Book Store tucked away in the heart of one of the sprawling buildings. There is no outlet devoted entirely to the reader, willing or able to stock a sufficient variety of titles to appeal to most tastes. Special order service through these outlets is a slow, often useless exercise. Some way should be found to encourage the retail book trade, especially in middle-sized and smaller cities.

THE LINCOLN COUNTY BOARD OF EDUCATION

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

MRS. MARGARET TYSON

NOVEMBER 10, 1971

Resume

The books that young children read are among the most potent influences in their cultural development. Canadian authors have produced excellent books dealing with subjects of unique Canadian interest, but because of poor advertising and distribution such books are not widely known. The reasons for this are outlined, and some concrete steps to put Canadian material in a fair competitive environment are proposed.

A few examples of the work of Canadian authors are discussed in detail to illustrate the way in which they embody a Canadian cultural identity. It is suggested that this work be encouraged through wider distribution to young children, both in our educational institutions and through the mass medium of news magazines.

Regarding Books for Young Children

As the mother of two small children, I am interested in their education and anxious to acquaint them with their own history, literature and geography; however I have found that there are insufficient books for preschool children and that I have a great deal of difficulty finding out about the ones that do exist. Therefore my aim in presenting this brief is to offer some solutions to the above problems and to give some concrete suggestions for books that must be published, if our offspring are going to grow up to be Canadians. Please remember that my views are those of the consumer; I have no inside information about publishing.

Advertising

One of the major problems, I believe, is advertising. Foreign books, especially American, whether good, bad or mediocre are so relentlessly promoted that to the average consumer there seems to be nothing else on the market. On the other hand excellent Canadian books, enjoying no such publicity, remain unknown. I, myself, have found some good Canadian books (for all I know, there may be many more) only because I have learned which reviewers to read, which booksellers to patronise and whom to ask.

It seems to me there are two main reasons Canadian books are not promoted. First and foremost, Canadian companies cannot afford to advertise on anything like the same scale as foreign, especially American publishing houses. The result is that, in some cases, we have the ridiculous situation in which poor books sell, because they are well known, and good ones are ignored.

Let me give you an example. Random House publishes a series of beginner books called the Dr. Seuss books which, they claim,

will help children learn to read. I cannot disclaim that, but, in my opinion, the books are scarcely worth reading. The illustrations are grotesque; in the ABC book, for example, I had to explain to my children that one of the illustrations is a horse (it does not even embody the spirit of a horse).[1] The language is ugly; in the same book one finds the sentence "Vera Violet Vinn is very very very awful on her violin"[2]. Such a usage of "awful" is scarcely in the best tradition of the English language.

The Dr. Seuss books are well known through an extensive advertising campaign in magazines and through the mails. I, myself, received four brochures in the space of six months. Furthermore, schoolchildren were at my door selling these books to raise money for the school, if you can imagine. I haven't met anyone who hasn't heard of these books and the library has a complete collection in stock.

On the other hand a Canadian book of top quality "Sally Go Round The Sun"[3] remains virtually unknown. No book has given my children and me more pleasure; we enjoy the pictures, sing the songs, play the games and read the nursery rhymes. I give it considerable credit for my children's present interest in reading, singing and dancing. Furthermore, it is a book the children can grow up with; some of the songs they will sing all their lives. Yet I only stumbled upon "Sally Go Round The Sun" by accident; I found it in a bookstore which happens to make the effort to stock

1 p. 20 Dr. Seuss's ABC, Beginner Books, Random House Inc.

2 p. 50 Ibid.

3 McClelland and Stewart, 1969

Canadian books. My friends are not familiar with it; neither are librarians. A friend of mine asked for it in her community library and the librarian had never heard of it.

In other words, I have to struggle to find out about Canadian children's books, whereas I am constantly being bombarded with advertising about foreign, especially American books. This makes me very angry because, as a Canadian citizen, I feel I have the right to be as well informed about Canadian books as I am about foreign ones.

Secondly, I question whether foreign publishers promote their Canadian books as enthusiastically as the ones they import from the parent companies.

Let me point out an example. A series of children's books illustrated by Brian Wildsmith and published by Oxford University Press is justly famous and well represented in our local library. Other Oxford books are there as well. However, Oxford of Canada publishes at least three excellent Canadian children's books that are scarcely known by the general public and do not seem to be a regular part of the stock of school and community libraries. The books in question are two Indian legends "How Summer Came to Canada" and "The Mountain Goats of Temlaham" and an anthology of poetry entitled "The Wind Has Wings". All three are illustrated by Elizabeth Cleaver whose work deserves more recognition in this country; her illustrations so perfectly catch the spirit of the poems and stories that my children often have an apt comment before I have read anything. (e.g. On seeing the picture of "The Ice King"[1] my child's remark was "Oh, Mummy, it's cold.) Her portraits of the Canadian landscape are so true that my children spontaneously relate them to the environs of Peterborough.

1 p. 68 The Wind Has Wings, Oxford University Press, Toronto, 1968

A child who is acquainted with these books experiences not only good art, but also worthwhile poems and stories. In the anthology the poems ran e greatly in character; many descri e the natural world around us as only Canadian poetry can. Let me quote one which my children love.

June[1]

Now is the ox-eyed daisy out
Out now everywhere,
The bobolink tips his wings
In the humming blue gold air.

-

The wild rose opens simple eyes
In a green briar face,
The mourning dove beats a drum
In a drowsy shady place.

-

The strawberry like a wren's heart
Shows beneath three green leaves,
The garter snake leaves behind
One of his silver glittering crystal annual sleeves.

-

The poem reflects the mood of a hot June day and teaches a great deal of natural science. From reading it my children have incorporated descriptive phrases into their vocabulary and enriched their knowledge of nature; they are conscious of the daisies growing in clumps along the roadsides and dotting the meadows; they have seen bobolinks and picked strawberries, recognising these as part of the June landscape; they have learned something about the life

1. James Reaney p. 76 Ibid.

of the snake. In the phrase "ox-eyed" they have picked up a literary expression used by poets since the time of Homer.

As for the Indian legends, I feel every Canadian child should be acquainted with them; they represent the wisdom of peoples who observed nature and lived in harmony with her. "How Summer Came to Canada", besides being a mythical explanation of the tremendously varied seasons we have, has its roots in the geological fact of the ice age and the retreating ice. "The Mountain Goats of Temlaham" is a lesson in fundmentals; man is welcome to use nature for his essential needs, but he must not abuse her wastefully or nature will ultimately destroy man. No other teaching is more appropriate for the age of imminent ecological disaster.

Not only do these legends provide enjoyment for very young children, but also lessons of deeper significance for older people; they are books which grow with the child. Furthermore they would do much to discount the false picture of Indians Canadians have acquired from American films.

Why are these excellent Canadian books so hidden from the public eye that I, a Canadian Citizen, can find them only by accident? I personally believe that Oxford does not promote them as well as their British imports in spite of accepting Canada Council aid[1] for their publication.

It is my belief that the government must assess the advertising aspect of the publishing industry and develop a policy which will ensure that Canadian books are promoted equally well as foreign books. The government need not hesitate in this matter. The

1 The Canada Council assisted the publication of "The Wind Has Wings" and provided the artist with a travelling grant to visit B.C. in preparation for illustrating "The Mountain Goats of Temlaham."

American publishing houses already gladly accept government "interference" in advertising; they do not hesitate to abuse the publicly sponsored postal system for their advertising brochures which go not only to homes, but to such public institutions as libraries and schools, and they expect the public to pay the cost of disposing of them.

I have two comments to make about a possible advertising policy. The first is that I would hope the government would not seize the simple solution of providing Canadian publishers with the money to advertise in the same manner as their foreign counterparts. American advertising methods create too much garbage; some sensible way must be found to promote foreign and Canadian books.

My second comment is that advertising should not only pay its own way, but also be designed and printed in Canada; if we must have advertising, let it stop being a burden to Canadians and let it provide us with a few jobs.

Distribution

Another problem facing Canadian book publishers is distribution. Well over a year ago I set out to find a good collection of Canadian folk songs so that I could teach them to my children and, after four months of persistent hunting, I discovered Edith Fowke's "Folk Songs of Canada".[1] Subsequently I tried to order the two volume edition for myself and waited another complicated three months for it to come; apparently the book store had trouble with the order because the books are published by the Waterloo Music Company which cannot afford to use the usual channels for distributing books. It is not an exaggeration to say that this search for books

1 Fowke and Johnston "Folk Songs of Canada" Waterloo Music Company Ltd. 1954.

currently published in my own province was hampered by at least as many obstacles as a mediaeval scholar would meet in the pursuit of scrolls seven centuries old. Thus my conclusion is that there is something incredibly wrong with the system of book distribution; I should be able to go into a local bookstore and count on perusing at my leisure a large selection of good books, including many Canadian ones.

Books Needed for Canadian Children

I have quoted from Canadian children's books extensively to show that we do have good ones; there is no reason why we shouldn't have more. And we certainly need more, for there are glaring omissions in the presently available children's literature.

I would like to see books of Canadian poetry designed in such a manner as to teach an awareness of the natural phenomena of this country. Young children, as I have indicated in my earlier evaluation of James Reaney's poem "June", soon appreciate natural beauty and develop an interest in natural science. Also they pick up the poet's descriptive phrases which enrich their vocabulary.

One of the sad things about our formal education is that most of us remain ignorant of the immediate world around us. In my day we were exposed to very little Canadian literature; on the other hand so much English poetry was a part of our studies that it has coloured our outlook on our own country. Much English poetry describes spring with the result that we Canadians define spring in English terms; we expect in March and April a profusion of flowers, moderate temperatures and we even look for the first robin as the harbinger of spring. Consequently, most Canadians miss spring completely because they are not looking for the

right signs; in March we, in this country, should be watching the willow trees, because their bark turns yellow, and listening for the crow who heralds spring.

On warm mornings in March the crow is very noisy and by April he simply won't let you sleep in, he is so anxious to announce the coming of spring. Sir Charles G.D. Roberts recorded the urgency of the crow's message in this poem:

The First Ploughing[1]

Calls the crow from the pine-tree top
When the April air is still.
He calls to the farmer hitching his team
In the farmyard under the hill.
"Come up" he cries "come out and come up,
For the high field's ripe to till.
Don't wait for word from the dandelion
Or leave from the daffodil."

I don't want my children to fall into the trap of expecting an English spring in their own backyard and of experiencing disappointment because it's never there. I do want them to be familiar enough with their land that they can appreciate her beauty and know the joy of observing her unique characteristics. And so I am teaching them Canadian poetry. Each month, for some time now, I have been reading to them a poem that catches the mood of the season; in November, for example, they learned Milton Acorn's poem about that month. The first stanza goes like this:

1 p. 244 Sir Charles G.D. Roberts "Poems" Boston, L.C. Page and Co., 1907

"The blue-jay squeals: "More rain! More rain!"
The sky's all blotch and stain.
The colours of Earth are melted down
To dark spruce green and dull grass brown."[1]

This poem has become so much a part of them now that, whenever they see a gloomy cloudy sky, they say "The sky's all blotch and stain, Mummy."

And on a clear cold day last January with the sky a brilliant blue and the snow sparkling in the sun I read them another of Milton Acorn's poems:

Winter Boarders[2]

Smoke and in a blue halo let a poem grow
Of winter and sky blue as laughter
Tinting immaculate snow.
The crows fasting on their pine pulpits
And all the other birds gone, except
On a white tablecloth of snow,
The chickadees, happy and fat as a chuckle.

Every sunny winter day afterwards my children's weather report was "Oh, Mummy, the sky's blue as laughter". Then, in saying that, they remembered and added their favourite line "The chickadees, happy and fat as a chuckle" which always made them laugh.

These phrases my children pick up from Canadian poets are, I venture to say, unique to the Canadian language, for they derive from our portion of the universe.

1 Milton Acorn "November" p. 11 I've Tasted My Blood, Toronto, Ryerson Press, 1969.

2 Ibid. p. 44

My purpose in giving you the details of my children's response to Canadian poetry is to point out that only our poetic traditions, and nobody else's, can show our children the nature of our country. Consequently, not only am I asking for more books of Canadian poetry, but also I am suggesting the department of education develop for the very young courses in which Canadian poetry is used to teach our varied seasons, our flora and fauna and so on. Furthermore, in the same manner, a course in simple geography could evolve from studies of our landscape artists, especially the Group of Seven. Canadian poets and painters have documented the natural beauty and geography of this land; their observations can be the seeds of a truly Canadian children's literature.

There are other types of books which Canadian children require. For example they need an ABC book, for you would be amazed at the amount of propaganda in foreign ones. An American ABC will have the stars and stripes sitting under letter F. Surely it would not be too difficult to produce an ABC emphasising things Canadian; in fact the possibilities are immense - under letter R one could put not just an ordinary rock, but Flowerpot Island!

Also, Canadian children lack stories about their every day experiences. Last March I was looking for a book about the sugar bush to help me prepare my children for it. All I could find in the library (I understand the same one is used in schools) was an American story "Sugar on Snow"[1] which quite adequately describes the process of making maple syrup. However, the plot is removed from the experience of Canadian children because, when the story

1 Watson "Sugar on Snow" N.Y. The Viking Press, 1964

opens, there is no snow and the characters' prime concern throughout is that enough snow will fall so that they can put the hot syrup in it. Well, as a Canadian, I have never seen a shortage of snow at maple syrup time and for me to read such a story to my children this year was quite ridiculous; we still had several feet of snow when the sap was running. This book does not emphasise the wider significance of the sugar bush; for Canadians, the sap beginning to run is a joyous sign of spring after a long winter, and maple syrup is the first harvest of the year.

Could the government encourage some of our writers to create stories meaningful to Canadian children? A poetess such as Joan Finnegan who lives in Eastern Ontario in maple syrup country would probably have many ideas for a suitable storybook.

Finally, we need stories set in Canadian cities. Recently, my husband and I took our two girls to the West Coast, travelling by train to show them the country. To prepare them for the journey I asked our librarian for storybooks set in Edmonton and Vancouver, as we were visiting both. I wanted books which included the outstanding features, both natural and man-made, of each city so that the children would recognise them on arrival and, perhaps, better remember them.

I must admit I wasn't surprised when both the librarian and I found nothing. Yet the library has storybooks with illustrations of famous spots in London, Paris and New York. Why can't we have some set in Canadian cities to teach our small ones a little about their own land? Surely one of our writers, given encouragement, could produce an appealing story set in Edmonton with the poplar wool blowing in the wind and the neo-classical Alberta Legislative Building on the high bank of the North Saskatchewan. And there

must be a wealth of adventure in a city with a Kensington Market, an old law school surrounded by an iron fence and cattle gate and a splendid new city hall boasting a skating rink.

The potential for unique Canadian children's books is immense, and I have suggested above some ways for the government to assist in both producing them and making them available in the market-place. In addition I would like to see a monthly magazine for children, possibly modelled on the highly successful "Canadian Homes"[1] which is a joint venture by two newspaper companies. If the newspapers of this province could be officially encouraged to pool their resources, they could develop a top quality magazine staffed by experts and flexible enough to accept contributions from individuals, and distribute it monthly with the newspaper. This could be a forum for continual experimentation and for participation by the general public.

Conclusion:

There is a genuine gap in the range of literature available to Canadian children, a gap that has not narrowed with the increasing domination of our publishing business by foreigners. Yet, as I have indicated, we have the literary and artistic traditions and I believe, the writers to fill it, if only the government would give the proper encouragement.

1. Canadian Homes, Southstar Publishers Ltd., Toronto

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

68 PUBLISHERS TORONTO

NOVEMBER 10, 1971

Royal Commission on Book Publishing
Suite S-750
252 Bloor Street West
Toronto 181, Ontario

September 27th 1971

Dear Sirs,

On May 21st 1971 we began a Czechoslovak ethnic publishing house in Toronto, the

68 *PUBLISHERS TORONTO*.

The aims of our enterprise are as follows:

1) To publish books, both fiction and non-fiction, by Czech and Slovak authors who were forced to leave their country after 1948, and mainly after the 1968 Soviet Intervention. These writers, being mostly of an age when it is hardly possible for a man to master a foreign language so well that he can write fiction in it, have no opportunity to have their works printed and read. By giving them this opportunity, we shall try to keep good Czech and Slovak literatures alive in the West. We hope, too, to be able to negotiate translations (into English, French and other languages) of the books we publish. The 68 *PUBLISHERS TORONTO* is the sole property of myself and my wife; as we are both writers of international standing (see our attached bibliographies), we shall endeavor that the quality of the books will be of the highest standard.

We also hope to be able to publish books written by those who remained in Czechoslovakia but have no hope of getting their work printed there. This, of course, depends on their personal decisions for Czechoslovakia is a member of the International Copyright Convention, and therefore we cannot (nor would we) publish books without the written consent of their authors. We already have a few such manuscripts.

In our efforts, we shall avoid literature that would express extreme political views, both left and right. Indeed our purpose is not political but intellectual and artistic: we both stand for what is usually described as the ideas of the Prague Spring, and it is our wish to give our people good books that would be up to the high standards of their culture, and would make them proud of it.

2) To sell books published by us in Canada and all over the Western world, to private persons, libraries and universities. The greater part of our production will be sold abroad on a mail-order basis. Since our books will be manufactured in Canada (by Uncle Gutenberg Press, Toronto, Ontario), the nature of our business is mainly that of production for export.

3) Should we succeed in our initial efforts, we also plan to publish translations of books by Canadian author--not only to express our gratitude to the country which welcomed us after we had been driven out of our

homeland, but also to make our people acquainted with a literature that, like our own, has not yet achieved the international recognition it deserves. In this respect we were thinking first of Mr. Morley Callaghan's *THAT SUMMER IN PARIS*. As this is a book about the author's friendship with Ernest Hemingway (who enjoys immense popularity with Czech and Slovak readers) the book could thus be a good introduction to contemporary Canadian authors. Other writers we have in mind include Stephen Leacock, Mr. Mordechai Richler, Mrs. Margaret Laurence, Roch Carrier and Rejean Ducharme.

We are including our prospectus which we have recently sent out to over 5000 addresses. This booklet has the cover of our first novel, which will be published in October 1971, in the same format and as a paperback. Our list includes books by such internationally known writers (several of whom are now living in Canada) as Mr. Egon Hostovsky *THE PLOT, THE MIDNIGHT PATIENT*; Mr. Jan Grosman *SHOP ON MAIN STREET*, on which the Oscar-winning film was based; Mr. George Voskovec, a distinguished actor on Broadway and in such films as *TWELVE ANGRY MEN*; Mr. Jan Benes *SECOND BREATH*; Mr. Arnost Lustig *DIAMONDS OF THE NIGHT*; Mr. A.J. Liehm *THREE GENERATIONS*; Mrs. Jaroslava Blazkova *THE NYLON MOON*; Mrs. Zdena Salivarova *PROTEST SONG*--all of whom had their previous books translated into many languages and published in

many countries. It also includes one novel in English, written by Mr. Jan Drabek, a Canadian high-school teacher in Vancouver *WHATEVER HAPPENED TO WENCESLAS?* and a book of memoirs by Mrs. Heda Margolius-Kovaly, the widow of Rudolf Margolius, one of the eleven executed victims of the Slansky Trial in Prague (which Costa Gavras film *THE CONFESSION* made well known).

Ever since we came to Canada in January 1969 we have saved money to be able to start this publishing firm, in which we have now invested $8,500 ($1000 for printing, making and mailing our prospectus, and for advertisements in Czech and Slovak papers; $7,500 for printing, binding and mailing our first title which will be ready for distribution in October 1971). We are making the price of our books very low ($2.80) to enable even Czechoslovak students to buy them; therefore we are fully dependent on our readers. For that reason we would appreciate very much any help or advice from the Royal Commission on Book Publishing.

Zdena Skvorecky

Josef Skvorecky

Josef and Zdena Skvorecky
260 Wellesley Street East, Apt. 719
Toronto 282, Ontario
Phone: 416 - 923-4312

J O S E F Š K V O R E C K Ý

Czech writer,

Writer-in-Residence
University of Toronto.

PUBLISHED WORKS

NOVELS

1. Zbabelci (The Cowards), 1958

   Translations:
   1. Denmark (Hasselbarch, 1967)
   2. Yugoslavia (Prosveta, 1967)
   3. Hungary (SNKL, 1968)
   4. West Germany (Luchterhand, 1968)
   5. USA (Grove Press, 1970)
   6. Italy (Rizzoli, 1969)
   7. Poland (Slask, 1970)
   8. Great Britain (Gollancz, 1970; Bought also by the Penguin Books).

2. Konec Nylonoveho veku (The End of the Nylon Age), 1968

3. Lvice (The Lion Cub), 1969

   Translations:
   1. West Germany (Luchterhand, 1971)
   2. USA,(Grove Press, 1971)
   3. England, (Gollancz, 1971)
   4. Italy, (Garzanti, 1970)
   5. France, (Gallimard, 1971)
   6. Yugoslavia (Stvarnost, 1970)

4. Tankovy prapor (The Tank Corps), 1969

   Translations:
   1. France (Gallimard, 1969)
   2. Italy (Garzanti, 1971).

SHORT NOVEL

1. Legenda Emoke (The Emoke Legend), 1963.

   Translations:
   1. Poland (Czytelnik, 1966)
   2. Hungary (SNKL, 1963)
   3. West Germany (Hanser, 1967)
   4. France (Gallimard, 1968)
   5. India (1968)

2. Farářův konec (End of a Priest), 1969

   A short novel based on the screenplay for a feature film.

COLLECTIONS OF SHORT STORIES

1. Sedmiramenny svicen (The Menorah), 1964.

   Translations: individual stories in Danish, Swedish and West German magazines; in the Oxford University Press Anthology of Czech short stories, and in Danish, Swedish and West German Anthologies.

2. Ze zivota lepsi spolecnosti (The Life of Better Society), 1965.

   Translations: individual stories in West German, Polish, Swiss and Bulgarian papers.

3. Smutek porucika Boruvky (The Sadness of Lieutenant Boruvka), 1966.

   Translations:
   1. Hungary, (Europa, 1968)
   2. Roumania (Editura Pentru Literatura Universala, 1969)
   3. Great Britain (Gollancz, 1971)
   4. USA - one story in Ellery Queen's Mystery Magazine: "The Classical Semerak Case" (1967)

4. Babylonsky pribeh (A Babylonian Story), 1967

   Translations: individual stories in Polish, Swedish, East German, Russian and English Magazines, papers and anthologies (Penguin: Czech Writing Today, 1969 - "The Song of the Forgotten Years")

5. Horkej svet (The Bitter World), 1969

   Translation: USA - one story in Evergreen Review: "Pink Champagne" (March 1969)

NON FICTION

1. Napady ctenare detektivek (Reading Detective Stories), 1965
Essays on the art of the detective story

Translation: Hungary (Europa, 1966)

2. O nich - o nas (About Them - Which Is About Us), 1968
Essays on Modern American authors:

(Stephen Crane, Ernest Hemingway, William Faulkner, Francis Scott Fitzgerald, Ambrose Bierce, Dashiell Hammett, Raymond Chandler, Erle Stanley Gardner

3. All the Bright Young Men and Women (Všichni ti bystří mladí muži a ženy), 1971)
A personal history of Czech Cinema.

Translation: Canada (Peter Martin Associates, 1971)

TRAVELOGUE

1. Velka povidka o Americe (A Tall-Tale about America), 1969.

TRANSLATIONS INTO CZECH

1. Ray Bradbury: Fahrenheit 451
2. Henry James: The Aspern Papers
3. Ernest Hemingway: A Farewell to Arms
4. William Faulkner: A Fable
5. Sinclair Lewis: Babbitt
6. Alan Sillitoe: The Loneliness of the Long-Distance Runner
7. Dashiell Hammett: The Glass Key
8. Raymond Chandler: The Lady in the Lake
9. William Styron: The Long March
10. Warren Miller: The Cool World (under the pen-name Jan Zabrana)

EDITORSHIP

1. Selected Writings of Sinclair Lewis (Odeon Publishers, Prague)
2. Collected Writings of Ernest Hemingway (Odéon Publishers, Prague)
3. Three Times Hercule Poirot - three novels by Agatha Christie (Odeon Publishers, Prague)
4. Three Times Lord Peter - three novels by Dorothy Sayers, (Odeon Publishers, Prague)
5. Tvar jazzu I. (The Face of Jazz I.)
   An anthology of biographies and autobiographies of famous jazzmen, and of essays on the history and esthetics of jazz music, from the early beginnings until be-bop - in collaboration with P. L. Doruzka.
6. Tvar jazzu II. (The Face of Jazz II.)
   The second part of an anthology: from be-bop until the present times - in collaboration with P. L. Doruzka
7. Jazzova inspirace (The Jazz Inspiration)
   An anthology of poetry, both Czech and America, inspired by jazz music - in collaboration with P. L. Doruzka
8. Nachrichten aus der CSSR (News from Czechoslovakia, Suhrkamp, Verlag, Franfurt a/o, 1968)
   An anthology of essays, articles, and cartoons from "Literarni listy", the Writers'Union's Weekly, edited after the Invasion in West Germany

ARTICLES, ESSAYS, PREFACES, Etc.

Numerous prefaces to Czech editions of American and English writers, e.g. Saul Bellow, Bernard Malamud, Ernest Hemingway, William Faulkner, Sinclair Lewis, Stephen Crane, Ambrose Bierce, Francis Scott Fitzgerald, Jesse Stuart, Dashiell Hammett, Raymond Chandler, Rex Stout, Ellery Queen, Ray Bradbury: Charles Dickens, Graham Greene, Alan Sillitoe.

Articles and essays on Jazz, on American folklore and general Americana.

Regular disc-jockey program on Radio Prague, with P. L. Dpruzka: "Six in the Armchair" - devoted to swing music.

Regular contributions to "Listy" (Writers' Union's Weekly: recently weekly articles inspired by the sojourn in Canada and in the US), and to numerous other Czech and Slovak periodicals.

TELEVISION

1. Revue pro banjo (A Review for the Banjo)

   A TV-film scenario based on the texts of American folksongs; shown on West German and Irish television.

2. Vedecke metody porucika Boruvky (The Scientific Methods of Lieutenant Boruvka).

   A TV-serial of dramatizations of the stories from the collection "The Sadness of Lieutenant Boruvka".

FEATURE FILM SCENARIOS

1. Zlocin v divci skole (Crime at a Girls' School), 1966

   Three short stories made into a feature film: directed by Jiri Menzel, Ivo Novak and Ladislav Rychman.

2. Zlocin v santanu (Crime in a Night Club), 1968

   Directed by Jiri Menzel

3. Konec farare (The End of a Priest), 1969.

   Directed by Evald Schorm: bought for US distribution by the Evergreen Films.

4. Flirt se slecnou Stribrnou (Flirtations with Miss Silberstein), 1969.

   Directed by Vaclav Gajer.

5. Sest cernych divek (Six Black Girls), 1969.

   Directed by Ladislav Rychman.

WORKS WRITTEN UNDER A PEN NAME

After 1959, when my novel THE COWARDS had been banned and I lost my job as editor of Svetova literatura (World Literature), I had to publish several novels under the name of my friend Jan Zabrana, a poet and translator. Altogether I wrote four novels in collaboration with him: three of them are detective novels and one a children's adventure book:

1. Vrazda pro štěstí (Murder for Luck), 1962.

   Translation: ARTIA - German Edition. (1965).

2. Vrazda se zarukou (Guaranteed Murder), 1964.

3. Vrazda v zastoupeni (Murder by Proxy), 1967

   An acrostic in this novel gives my name as co-author.

4. Tana a dva pistolnici (Tanya and the Two Gunmen), 1966.

   This novel was made into a movie by the Gottwaldov Studios in Moravia in 1967.

ZDENA SALIVAROVA_ SKVORECKA

Born 1933, Prague. Singer, actress, writer, translator

FILM ROLES

1. Revue pro banjo (The Banjo Show)

   Directed by Zdeněk Podskalský.
   Member of the featured Inkognito Quartet.

2. O slavnosti a hostech (Report on the Party and the Guests)

   Directed by Jan Němec.
   One of the female leads.

3. Konec faráře (End of a Priest)

   Directed by Evald Schorm.
   One of the female leads.

COLLECTION OF SHORT STORIES

Pánská jízda (Gentlemen's Ride)

Published by Československý spisovatel, Prague, 1968

NOVEL

Honzlova

Written in Berkeley and Toronto in 1969
English translation will be published by Harper & Row, New York, in 1971.

TRANSLATIONS INTO CZECH

1. Georges Simenon: Les freres Rico
2. Leo Mallet: Le soleil se leve derriere le Louvre
3. Souvestre-Allain: Le fiacre de nuit

FILM SCRIPT

Visit Permitted (Návštěva povolena)

The film went into production in the Fall of 1969 at the Barrandov studios in Prague, directed by V. Drha. In the Spring of 1970 it was banned and the shooting was stopped.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

COMMUNITY RESOURCE CENTRE

NOVEMBER 10, 1971

Phone 253-6502

COMMUNITY RESOURCE CENTRE

PHILOSOPHY

Most Canadians today will admit that their own as well as their fellow citizens' awareness and even interest in Canada's origins and history is shamefully limited. This vast and majestic country which spans between three oceans is somehow still in search of consensus as to what constitutes our common heritage. Our schools and universities, which are training enormous numbers of our young, are just now beginning to grapple with such problems as providing a 'Canadian identity' for its students.[1] So as we embark upon our second hundred years as a nation the problem of what distinguishes us from the rest of the world still remains to be answered.

In our present search for a national identity Canadians are being propelled by a spirity of urgency and nationalism. Especially among the young, the French-Canadians and the Indians there are hopes for a different and, indeed, more human way of organizing our society. Canadian nationalism is becoming the vehicle which brings forth and channels the concerns and aspirations of the twenty some odd million of us who, no matter how haphazardly, happen to share this land together.

Concerned about the pressing need to secure greater amounts of information about Canada, and the issues that confront it, we are asking for your support in organizing a bookstore which will function as a 'community resource and information centre'. Initially a high percentage of our inventory will contain books, magazines, posters, maps and research papers emphasing Canadian content. (Later in this report we will outline in greater detail some of the material on Canada which we see as important.)

The major problems facing Canada such as regional disparity, the relationship between English Canada and Quebec, unemployment, uses and abuses of our natural resources, housing, etc., cannot be solved in ignorance. Each and every citizen needs to know the factors that contribute to these problems, as well as what resources we have available to solve them.

The book store staff is dedicated to principles that only the adequate dissemination of information will develop the awareness and concern necessary to answer the questions that now plague Canada. This project is hopefully the vehicle which can be used toward this end.

WHY WINDSOR?

"Windsor, geographically (and historically) a Canadian community, is so inundated by the mass media and culture of its bordering neighbour, the United States, as to raise some doubt about its national character."[2] This fact is not surprising since Windsor straddles the border with such a large and industrially powerful

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1 Premier William Davis stated recently that his children knew more about Abraham Lincoln that John A. MacDonald. (Toronto Star)

2 Our brief to the Students' Administrative Council, University of Windsor, page I.

metropolis as Detroit. This American city has five or six T.V. channels, two daily newspapers and countless radio stations, all communicating American ideas and values not only to their own citizens, but ours as well. With such a powerful neighbour there must be a considerable committment on the part of the people of Windsor to confront encroaching "Americanization" unless we are willing to see our Canadian identity completely eroded.

As we have stated previously, Canadian nationalism is becoming a tool to help us renew and preserve our national identity. From our observations it appears that most Windsorites are almost completely unaware of the re-birth taking place in the rest of Canada They seem insulated to this growing Canadian phenomena, even though it is expanding and developing in many other regions in the country. To help recommit our citizens to this reawakening of our culture many more resources than are currently available are desparately needed. And quickly!

The fresh and innovative style and content of the Windsor Star and the establishment of a French language radio station in Windsor have awakened the citizens to our national heritage. A book store that emphasizes Canadian content would be of value to a Canadian cultural renaissance in Windsor.

Of the four major cities in Ontario, Windsor has the least number of bookstore outlets. 3 It is interesting to note that the other three cities are much <u>less</u> influenced by our southern neighbour than Windsor.

CITY	POPULATION 1961	NUMBER OF STORES
Windsor	211,697	9
London	207,396	12
Ottawa	494,535	40
Toronto	2,158,496	152

London, which has a smaller population, has 33% more outlets. Ottawa, with 2.5 times greater population, has 4 times the number of bookstores.

A very important point in preserving Canadian identity in Windsor is assisting the French minority in the Essex area in their effort to foster their culture and language. We hope to contribute to this cause by securing government documents and other publications in French. Also we will order any requested titles available in French that are not regularly stocked.

The Resource Centre is an initial attempt to combat the alienation of the city of Windsor from the rest of Canada. Community awareness can only be engendered if we cact now and support such efforts with whatever resources available.

INVENTORY SELECTION

This particular section is meant to provide a guideline as to the type of selection of reading material the bookstore hopes to provide for the community.

---

3 Survey of Markets --- published by the Financial Post, 1969

I Canadian Content:

We intend to secure a wide variety of books both from the Canadian publishers and government. We will be especially interesto in books about Canadian history, literature, political and economic development, and foreign policy. Also special attention will be given the status and history of Quebec and the roles and heritage of the Native Peoples.

We are also hoping to acquire assistance from Information Canada. All the Royal Commission Reports, such as Bilingualism and Biculturalism, Status of Women, Poverty, LeDain, Study of the Media, Hall-Denis, etc. are invaluable to offering up-to-date information about the Canadian situation. The Massey Lecture Series Publication also offer excellent reading. A number of these publications we hope to carry in both languages.

II International:

This section concentrates on the underdeveloped nations or Third World. Latin America, Africa, the Carribean, Indo-China, and the Middle East would high-light this division. Also included would be books and re views on China and the United States.

III Academic:

Titles which deal for example with Sociology, Psychology, History, English, Political and Economic theory, Theology and Philosophy would be for the most part the stressed material in this section.

IV Labour:

This section will feature not only Labour theory but also its history and contributions to our society. We are obtaining a current bibliography of material on the Canadian Labour Movement.

V Women

This material will represent a wide range of opinion concerning different issues such as day-care centres, birth control and abortion and women's rights. Titles concerning the family and sex education will also be handled.

VI Black History:

While especially trying to obtain books on Canadian black people, this section will high-light the past and current issues raised by black people in their struggle for equality and dignity.

VII Drugs and Pollution:

Pollution and its effects, we believe, would have a wide readership in Windsor. Some decent literature on drugs would shed a more accurate picture on this topic which is for the most part muddled and confused.

VIII Current Titles:

This includes as many relevant new releases as possible, thus providing a wide cross-section of material. Besides stocking a wide selection of Canadian magazines and newspapers, maps and posters, a number of foreign publications will also be available.

FINANCIAL STRUCTURE

Our organization is a no-share capital co-operative with a four person board of directors. To help us with both legal and business matters Paul Copeland (Toronto) and Doug Sanders (Windsor), who are both lawyers, and William Hogan, who is a certified public accountant, have agreed to provide their services.

We have also had a number of discussions with SCM (Student Christian Movement) Book Store on Bloor Street in Toronto. Theirs was very helpful in explaining financial and organizational procedures to our accountant, Mr. Hogan, as well as providing the rest of us with information about purchasing, stocking, credits and contacts with the publishers. They have graciously offered to let us work at SCM for a couple of weeks to learn the 'ropes' and gain a little experience.

We have received similar assistance from a number of publishers. Presently, meetings are being organized with them.

One point just before we review the budget. This project, which will hopefully be a financial success, is not being instituted in the prospects of securing high salaries or huge profits. The full-time staff will receive $50.00 per week salaries. Out committment is to serving the people and the community, all other considerations are secondary. Any profit, therefore, will be utilized to augment our inventory and sometime in the future, hopefully, used to assist similar projects in the community.

NOW THE BUDGET

Our accountant, Mr. Hogan, has outlined a budget for the first fiscal year. This provides a working outline of the projected expenses and needed revenues for the first year of operation.

FORCASTED OPERATING EXPENSES
(for the first year of operation)

Employees salaries and wages *1 (including C.P.P. and U.I.C.)		10,400
Delivery expenses*2 (including truck depreciation)		730
Occupancy expenses:		
Rent (including property taxes and heating)	3,600	
Insurance	300	
Light and power	100	
Repairs & maintenance*3	250	4,250
Office and store supplies*4		180
Advertising		120
Bad debts, cheques, etc.		300
Postage		120
Telephone & telegraph		480
Audit & legal		120
General expenses (including bank charges, business taxes)		500
Depreciation expense		100
Total forecasted operating expense - see Note 1		17,780

Note 1 - No provision has been included for:
a) Income taxes
b) Interest expense
c) Inventory write-downs and shrinkage*5,6
d) Sales Discounts

From information proveded by bookstores of comparable nature, and other statistical information, it would appear that a sales level of approximately $68,000 will be required to cover the anticipated operating expenses of $17,780 to be incurred in the initial year of activity.

The above sources also indicated the monthly sales volume necessary to break even will be as follows:

September 1971	10,000
October	8,000
November	7,000
December	8,000
January 1972	5,000
February	5,000
March	5,000
April	4,000
May	5,000
June	3,000
July	5,000
August	3,000
	68,000

An average inventory of $15,00 will be required to sustain that level of activity.

In summary, the break even calculation is shown below - see Note 1.

Sales	68,000	100%
Cost of sales	50,220	74%
Gross profit	17,780	26%
Operating expenses	17,780	26%
Net profit	0	0

It should be noted that the cost of sales percentage includes provision for inventory write-downs and shrinkage.*5 & 6

NOTES ON FORECASTED OPERATING EXPENSES

*1 Under employees Salaries and Wages: this figure represents weekly wage of $50 for four people over one year. This includes Canada Pension Plan and Unemployment Insurance Benefit payments.

*2 Delivery expenses is the money necessary to operate a truck for pick-up and delivery of U.S. and Canadian books. This includes insurance, licensing, maintenance and gasoline costs, as well as depreciation.

*3 Repair and maintenance cost under Occupancy expenses include initial renovation on the store property to make it suitable for stocking books and magazines.

*4 Office and store supplies include stationary and the rental/purchase of a cash register and typewriter.

*5 Inventory write-downs refer to books sold below cost because they can't be returned and have not sold over a long period of time.

*6 Inventory Shrinkage refers to losses due to pilfering.

CONCLUSIONS

As shocking as the statistics on the ratio of bookstores to population in Windsor are, they still do not convey the particular qualitative failings of the bookstore situation in this city. The large French minority in the city is still, for the most part, unable to gain access to french language books. The growing student population is making increasing demands for a wider range of books than is now available. The Unions, so strong a force in Windsor's own history and development, do not have one outlet for publicizing and discussing the ideals and history of the labour movement in Windsor and in Canada as a whole.

To be successful, the Resource Centre must aggressively reach into the communities it is intended to serve. There are a number of ways to assert the presence and utility of the Centre. A mail order campaign can be carried out that would feature books (at a 10% disc ount). This mail order business would effectively introduce the students to a world which they are insulated from by inadequate libraries and commercial bookstores. The French-Canadian in Windsor can be reached most effectively by a co-ordinated effort, including the CBEF radio station, the Resource Centre and the French Department of the University of Windsor. The Union leadership has already proven to be most receptive to the Centre by offering its encouragement and money. Following up on this initial response we hope to utilize the facilities of the Unions in the city for the sale of books, as well as the showing of the many excellent films that have been produced on the development of the labour movement.

There are, of course, many more groups that are in need of the services of the Centre and which deserve the special effort required to publicize the Centre as a service which can benefit them: the farmers in Essex, the low-income housing dwellers, the welfare recipients, the young drop-outs, all those who endure their waking hours in a world they feel no control over. The Resource Centre cannot provide the answers to all the questions that these people pose. We can only provide information and co-operation for those interested enough in improving our quality of life. Small steps are certain steps.

The Centre is not a pipe dream intended to change the world over night simply be selling a few books from a little store in Windsor. If the Centre is to survive it must be an active force in the community, making its presence felt through the films and publications which are most appropriate for the community it is serving. The Centre is designed to be a self-sufficient enterprise contributing to the community life of Windsor.

We believe that the Centre will not only be a paying proposition (based on our market research of the area) but beyond that, will provide a greater sense of self awareness for the community, not simply as Windsorites but as participants in the Canadian nation. This is not a time for good intentions and sympathetic approval of the project for a Resource Centre; no, it is a time for action; we need more than moral backing, we need money and committed co-operation to bring this people-oriented project to a reality. We hope you feel the same way.

COMMUNITY RESOURCE CENTRE

PERSONAL HISTORIES

The four initiators of this project are all graduates of the University of Windsor. Upon graduating they organized a Toronto youth community newspaper called Guerilla. The paper's purpose was to provide a forum for the spread of information amongst the sizeableyouth community in Toronto. Although we are no longer connected with it, Guerilla has emerged as one of the foremost alternative newspapers in Canada recently receiving $15,000 from the federal government's Opportunities for Youth Programme.

After leaving Guerilla, the resource centre project began to take shape in our minds. The ensuing months were especially taxing as we researched and consulted with Windsor community leaders and publishers while at the same time maintaining outside jobs. Nevertheless the response from the publishing industry and the community of Windsor was so encouraging that we were able to raise the necessary capital, and now plan to open December 2nd, 1971.

PURPOSE

The bookstore sprang from our beleif that the essential breakdown in communication among Canadians was not in the production of ideas and information but rather in their dissemination. The recent convolutions in Quebec; the alienation from western farmers from federal agricultural policies; the unheeded poverty of the Maritimes are all problems which cannot be solved in ignorance. Our project will be an attempt to place relevant information in

the hands of those groups who have little or no access to it.

But the Community Resource Centre intends to be more than a conventional bookstore. We are committed to disseminating Canadian thought and experience to all sectors of the Windsor community.

WHY WINDSOR?

The choice of the Windsor area as a site for our experimental resource centre was because we felt it had many characteristics of the larger Canadian problem present and future. Every facet of the communitylife in Windsor is influenced by her proximity to the huge American metropolis of Detroit. The working man in this Canadian community is directly dependant on the American auto industry; American network television stations outnumber Canadian stations three to one; the largest Canadian radio station programs are almost entirely for a US audience. Even in their leisure hours, Windsorites instinctively turn to Detroit for their entertainment. Sports fans invariably follow that city's professional teams; Deotroit's symphony and theatres enjoy a large Canadian audience as do their restaurants and movie houses.

HISTORICALLY CANADIAN

Inundated as Windsor is by this American influence, the community retains some of the markings of the Canadian experience. The city is ringed by small, largely French towns such as Belle River, Pointe aux Roches and River Carnard. Even inside the city proper, there is a sizable French minority clustered in their own area in the east end. But all citizens, French and English alike, feel isolated from the rest of Canada . What happens in Detroit and Washington is at least as important as what occurs in Toronto and Ottawa for these people.

THE PROJECT AND WINDSOR'S FUTURE

An experimental project such as ours can have an impact in a city the size of Windsor far in excess of that which was possible in a larger more cosmopolitan city. For in spite of the constant exposure to Detroit (and partly because of it), Windsor has retained some of the trappings of a smaller community. The populace is generally quiet and more reserved, and moves at a slow pace compared to her giant neighbour. Windsorites have had a chance to observe firsthand the anguish of a huge American city, and as a result, have consciously or unconsciously retained some of their more provincial aspects.

The Bookstore, the initial phase of our project shows every sign of an early and fruitful success. Because we are not overly concerned with profits or large salaries, our operating costs will be minimum. Innovations such as dealing directly with Canadian publishers and agents and our location near the university and friendships among its faculty should give us a lucrative basis for our trade. In addition, we hope to offer a bookmobile service to various community action groups, union locals, plant sites and high schools. This mobile will also circulate among the outlaying communities, distributing government literature and Canadian books to various libraries and high schools.

Once the first segment of our project is established, we plan to become concerned with the broader field of disseminating information in all forms. We visualize our resource centre as a media clearing house where we can utilize all our connections with young writers, film-makers, workers, union leaders and citizens to discuss, formulate and disseminate a healthy new Canadian viewpoint of this city.

We would like to make clear at this time that our purposes for initiating the project were not primarily financial. Although we plan to accumulate enough revenue to cover expenses and a $50 a week salary for the persons employed by the centre, the bulk of our resources both personal and financial will be directed to expanding and improving our services and assisting projects of a similar nature.

Windsor is rich in subjects for possible treatment in printed, recorded or filmed form; the cross-pollination of French and English in the area; the rise of Windsor as an industrial centre; its history as the beachhead of the UAW in Canada; and the new challenges and directions in the future. Ours is an open-ended project designed to expand all forms of communication and co-operation in this city.

FUNDING DIFFICULTIES

The particular problem which has presented itself to us time and again is an age-old one: money. But the surprising aspect of this difficulty arises out of the fact that the lending institutions we experienced our greatest frustrations with was the Industrial Development Bank. This is a crown corporation devoted to the encouragement of Canadian industry. In the initial stages of the project, letters were sent to every organization, company, and foundation possible, requesting grants. Response was polite, but negative. The Ontario Development Corporation was not in power to fund organizations such as ours and referred us to the I.D.B. It was four months ago that we had our first meeting with the I.D.B. and yet we still have not received confirmation or declination of our loan application. Conditions for a loan would be outlined for

as, we would meet these conditions only to find more requirements, new stipulations being placed in our path. The I.D.B. seems to conspire in its own inaction. The cautious bureaucratic deskmanship has so permeated this lending institution's operations that it now functions like a crippled beast, incapable of asserting a leadership role but oblivious to its own inadequacies. The I.D.B., while potentially one of the most beneficial institutions for Canadian industries, has become inward-looking and unresponsive to the rising demands of the Canadian people for an aggressive encouragement of Canadian business and an independent Canadian economy.

RECOMMENDATIONS

At present the Canadian bookseller faces a much more dangerous situation than that faced at the publishing end of the book process. It is time to break new ground. The whole thrust of this initiative should be in the establishment of new retail outlets for Canadian writers and publishers. To grant financial assistance to the publishers while ignoring the information bottleneck that now exists in Canada would merely go through the motions of reform rather than tackling the problem directly. The new censors of the Canadian book buyers are the distribution companies which in most cases select the books we read rather than provide them. The problem is compounded by the fact that these companies are for the most part American. It is with these critical facotrs in mind that we recommend that financing be made available to Canadian bookseller operations. This could be accomplished fairly by a standing committee composed of individuals involved in the book publishing industry. (i.e. book publishers, educational experts, retail operators, consumers, etc.) It will be important to bear in mind that the crisis does not exist solely in the publication of Canadian material but in the Canadian people's access to this information. The Community Resource Centre has acted on this premise, perhaps you can as well.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

MIDDLESEX COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD

NOVEMBER 10, 1971

The Middlesex County Roman Catholic Separate School Board in submitting this Brief is attempting to provide information that will contribute relevance and significance to the work of the Commission. This Board operates a school system consisting of eleven thousand children enrolled in grades kindergarten to ten. Of the thirty-three schools in the system, thirty-two have centralized book collections and twenty-seven have learning material resource centres (libraries). The annual budget for print material is some $85,000.00. Of this amount, $50,000.00 is assigned to learning material resource centres (libraries), $35,000.00 is assigned to text books, resource books and other print materials. The problem of identifying specifically what constitutes a Canadian publication is to us a real obstacle in attempting to establish the extent of Canadiana in our present collections. As nearly as we can determine within a selected 3000 book collection there is a Canadian content of only 10%. This percentage was determined by counting (a) books by Canadian authors, and (b) all books dealing with Canadian topics. As Canadian Catholic educators, fully cognizant of our responsibility to encourage and develop in our children a pride of country, we feel an obligation to speak to the issue of Canadian publishing as it affects our system.

We recommend that Canadian content in text and library books be increased substantially. Suggestions for effecting this are as follows:

1) That while Canadian themes should be encouraged from all sources, special recognition should be given to authors who

have experienced the culture of the land and are able to transmit the spirit of pride in country to the pupils.

2) That criteria for Canadian publications should encourage quality writing. We are unwilling to sacrifice quality in content or format for Canadiana.

3) That priority in publication should be given to Canadian authors. Among Canadian authors further priority should be given to those whose works reflect creative and fresh approaches to the educational scene.

4) That educators have access to valuable material available from outside Canada's borders. Our children possess an increasing awareness of our membership in the world community and, therefore, are entitled to share in the wealth and diversity of experience which these works provide.

5) That Canadian copyright fees should be set at a minimum amount or waived altogether when the material is to be used for educational purposes. It is our understanding that this is frequently the procedure when material is sought from American or British sources.

6) That with the increased interest of pupils in things Canadian and the rapid expansion of elementary school libraries, steps be taken to:

   i) have second (or subsequent) printings of out-of-print Canadian material both from Canadian and foreign publishers.

   ii) Obtain rights from foreign publishers who hold the rights to out-of-print Canadiana for Canadian companies

to publish this material.

iii) gain access to historical primary-source material that is now owned by foreign sources.

7) That professional critical reviews of new publications should be widely distributed to educators.

8) That one composite catalogue be prepared and distributed.

From the point of view of an educator there is a scarcity of Canadian material available to the schools with the result that it is increasingly difficult to develop a pride of country in our pupils. It is our hope that Canadian publishers and educators can work together to improve this existing condition in the interest of young Canadians - Canada's hope for the future.

Appendix

Two representative schools were surveyed; St. John's School with a collection of 2938 books of which 292 books were adjudged to be Canadiana and St. Lawrence's School with a collection of 3119 books of which 305 were adjudged to be Canadiana. The basic reference used was the Griffin House Canadiana catalogue list (1971) because most of our purchasing has been from this source. A few additional books, obviously Canadian, were included in the count.

Page 1, Point # 1

An example of an author who publishes in the United States but has experienced Canadian culture is Natalie Carlson whose parents were Canadian, but who moved to the U.S. when she was a child. In her stories of French Canada she has successfully conveyed a facet of the Canadian culture as she had undoubtedly experienced it in her home.

Page 2, Point # 2

Canadian publications frequently appear in a format that is unattractive and unappealing to children. Even though the content may be adequate, the child will choose a more attractive book in preference to the less attractive Canadian publication. Small print, narrow margins, a lack of illustrations in a book result in a child's reluctance to use it.

Colour plates in primary picture books are so expensive that very few such books are printed in Canada. However, the school librarian would accept primary books with attractive black and white or two colour illustrations. An example of an

attractively illustrated primary book is Lee's Wiggle to the Laundromat.

School librarians are reluctant to invest in a book that is poorly bound as it will have to be rebound or replaced very quickly. An example of poor binding is the Oxford Press' Cleaver book: "How Summer Came to Canada", which received an Honourable Mention from the Canadian Association of Children's Librarians for its illustrations.

Page 2, Point # 5

A group of educators engaged in preparing material for Ginn's Light and Life Reading Series to be used in our Catholic elementary schools were disconcerted by the copyright procedures that prevailed at the time. (1965)

The procedures as outlined by the firm publishing the texts, indicated a prerogative on the part of the authors involved either to exact copyright demand, or to waive their claims to payment, whichever they wished.

For the most part, when copyrights were requested for the Canadian material, payment was required and the amount exorbitant by comparison with copyright charges made by other copyright claims.

Authors outside of Canada waived the copyright payment in certain cases because the material was for school purposes. Where payment was asked, the amount stated was considerably less than the sum required for material from Canadian Authors.

Page 2, Point # 6

Specific cases of difficulty in securing Canadian material

when setting up units of Canadian History for use in intermediate grades.

1) Many titles were never received despite a six-month wait to fill up units - indicating unavailability of Canadian titles (out of stock, out of print)

Examples:

1) Barker: Christmas in Canada - Dent.

2) Hubbard: The Development of Canadian Art - Queen's Printer, Ottawa.

2) Titles such as

Hughes: Father Lacombe; The Black Robe Voyageur (copyright, 1911 - Wm. Briggs)

are no longer available through Canadian publishing sources - any title originally published 10 years ago or more almost impossible to obtain.

H. Montgomery Hyde: The Quiet Canadian (story of Wm. Stephenson, a Canadian, who became head of British Secret Service for Western Hemisphere, stationed in New York during World War 11)

Published in England - we were unable to locate Canadian distributors.

Burpec, ed. Journals and Letter of De La Verendrye - originally a Champlain Society Publication, Greenwood Press, New York.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

PROVINCIAL COUNCIL OF WOMEN OF ONTARIO

NOVEMBER 10, 1971

INTRODUCTION

The Provincial Council of Women of Ontario, organized in 1923 has been a provincial force since that date voicing need for social action and legislative reform: a force often controversial, in advance of its day, not easily diverted from an objective.

Comprised of Local Councils throughout Ontario and federated organizations of men and women, the Provincial Council of Women of Ontario represents approximately 100,000 citizens. The membership is comprised of persons with diverse occupations, language and culture. The Provincial Council of Women of Ontario is federated with the National Council of Women, founded in 1893 by Lady Aberdeen. Through federation at this level it is also federated with the International Council of Women, comprising 62 National Councils.

The preservation of a Canadian culture and the the contin uous development of a Canadian identity is of basic and immediate concern with the recognition that such progress is closely linked with the education of our citizens from the earliest years of school attendance. The attainment of a Canadian education is further curtailed if Canadian publishing companies are restricted in their output of Canadian content. The growth of a distinctive Canadian identity and culture must be encouraged and is the responsibility of all citizens. Council is of the opinion that the strength and the worth of a Canadian begins in the primary grades of our schools, through the teaching and exposure of Canadian content. It is at this level that an awareness of the responsibilities of citizenship is begun. The new Canadian will view Canada through particular experiences, social circumstances, family background and on the content and interpretation of our school texts used throughout the school system.

The Provincial Council of Women on behalf of its membership noted the statement of concern for the publishing industry as given by the Prime Minister of Ontario in February in Port Colborne. Council was pleased to commend the Hon. Wm Davis, M.P.P. for his concern and as well for the subsequent action taken by the Government of Ontario in making funds available to the publishing industry.

In March a study of publishing in Ontario and Canadian content in school texts was undertaken by the Local Councils of Women and their federated organizations throughout Ontario. At this time the immediacy of the problems in publishing in Ontario was brought to the attention of the National Council of Women meeting in Ottawa. On June 3,1971 at the annual meeting of the National Council of Women in session at Halifax a letter was sent to the Federal Government of Canada requesting that action be taken at that level which would alleviate the plight of Canadian publishers and which would assure the retention and promotion of Canadian content in school texts.

The findings as submitted to you,Mr Chairman and honourable members represent the replies as received from Local Councils and federated organizations from the following areas, Brantford,Chatham,Galt, Georgetown,Hamilton,Kingston,London,Niagara Falls,Orillia,Ottawa, Oshawa and District,Owen Sound, Perterborough, St. Catharines, Spencerville,Sudbury, Toronto, Thunder Bay(S) and Windsor.

Mrs Gordon B. Armstrong,
President.

Respectfully submitted,
Kay Armstrong

1. Do you feel that Rule C-14 assures Canadians, particularly in Ontario, that the Canadian content in school texts is protected?
   What about the quality of the content?

2. In your opinion are our children being taught enough about Canada, and in a meaningful way what it means to be a Canadian?
   Do you think that the majority of the texts contain factual information, especially in areas such as history.

3. Those interviewed did not feel that the amalgamation of the former individual school boards had an observable effect on the number of individual texts being purchased for classroom use. It was noted that a surplus might exist in certain areas but would soon be used. Some Council areas reported excellent library systems which complimented the choice of texts used in the schools whereas in other areas Council found that library shelves were empty because of the lack of funds to purchase Canadian books. This situation prevailed where government grants had been curtailed. It was therefore regarded as a set back for both education and Canadian publishers. The notice that Circular 15 of the Ontario Department of Education listing learning materials with a substantive Canadian content will soon be available would be welcomed by staff members. However concern has been expressed that not only should thecontent be Canadian and substantive but that it should follow the CRTC ruling of being at least 60 %.

Recommendations

That the stocking and use of school libraries receive prime consideration. Not only do the facilities of the school library assist andguide students in learning more about Canada they also assist many of the parents of new Canadians in their quest to learn more about their adopted country. Government grants to County school boards should be regarded as a means of fostering the Canadian identity as well as an educational aid to students.

4. Councils found that the use of television, tapes and films was extensive. This usage was more prevalent in urban areas than in some rural sections. It was considered important to use Educational TV because of its acceptance by society as a method of becoming informed. It is now considered as a contemporary educative process. The recent CRTC ruling that 60% of CTV programming should be Canadian was thought to be excellent in that there would be more exposure to Canadian content and that it would encourage Canadian authors to produce works which would reflect Canada. It was also found that many childre needed other kinds of instructional materials, eg.g. manipulative materials, audio-visual materials and experiences in the environment outside the school etting in order to better learn. It was suggested that Canadians could be encouraged to write booklets and guides on the use of native materials for classroom use and that authors should be encouraged write more vignettes for classroom viewing.

Recommendations

That continued and increased usage be made of means such as television , visual aids, tapes and manipulative materials in the process of learning and the growth of a Canadian culture. Authors, poets and film makers should be encouraged to write and produce such material in Canada for Canadians. It was felt that more Canada Council grants and government funds, both provincial and federal should be allocated for research and production of such content.

5. To what extent are Canadian authors used in our schools?

6. Do you feel that Canadian publishing companies and authors should be subsidized by way of grants from government and other sources?

7. Councils found that children were encouraged to read the works of Canadian authors where these writings were available. The high costs of research and production appear to be factors both in the quantity and quality of output. At the university and college level studies and content relevant to Canadian institutions such as political and historic are minimumal. Discussion with University professors disclosed that the increasing costs of researching a topic and the publication costs were decisive factors in the small output of work. A summer teaching position often provided greater renumeration. An analysis of some interviews revealed that it was unfair to condemn teachers if there was an apathy towards the work of Canadian authors when they themselves were the product of teachings gained from the work of American authors. Retired teachers or those who had spent many years in the teaching profession appeared to be more concerned with the lack of Canadian content in school texts. Findings also indicated that people felt that as communication and travel made the world and its events more a part of our every day lives the Canadian identity was lessoned.

Recommendations.
It is recommended that there be subsidization of Canadian publishing companies if financial circumstances indicated the possibility of the company being sold to owners other than Canadian.
The preparation of school texts which involved costly and prolonged research should be subject to governmental financial assistance so that Canadian authors could be encouraged to undertake such works.
Special grants and forgiveable loans are also recommended.

ther comments
he publishing and sale of reprints of old Canadian books by Coles Book Stores was hought commendable. Other publishing companies should be encouraged to undertake rograms of a similiar nature.

t was noted that in one Council area more books were being bought and read now than h the past despite television and other media material.

ne government should offer tax exemptions to business firms who would set up and aintain research facilities for authors.

ecause of the many educational experiments conducted during the past twenty years tudents did not appear as well able to face the problems and stress of the world oday as they were able to prior to World War 2.

here should be an educational ombudsman to whom parents could channel all complaints bout their children's education. Newcomers to Canada and families with lower incomes elt that such an officer would provide a fairer hearing for their problems.

ermissiveness and lack of discipline in some school areas were factors thought to reasons in the breakdown of respect for society and its institutions as displayed many youth. These same youth did not appear to have a distinct Canadian identity nor d they appear to "relate" to their country.

narrow nationalism is not advocated, but rather a reasonable balance is sought ich would allow the citizens of our province to grow in Canadian identity and also preciate cultures as practised in other countries.

SUMMARY OF RECOMMENDATIONS

1. It is recommended that the Royal Commission on Book Publishing request the Government of Ontario to take immediate steps to ensure that Canadian publishing companies will continue to publish in Ontario.

2. When necessary, both publishing firms and authors should be subsidized by means of government grants and forgiveable loans.

3. Tax exemptions should be allowed for businesses who would set up and maintain research centres for Canadian authors.

4. The Canada Council should be encouraged to give more grants to Canadian a uthors and poets.

5. An amendment to the Canada Bank Act should be sought so that publishing companies would be able to borrow from banks.

6. It is recommended that the Royal Commission on Book Publishing request the Department of Education, Province of Ontario to institute the teaching of History and Geography as separate subjects until Grade 7 and it is further recommended that teaching in primary grades include content which would give a definite impression of the ideals of the Canadian way of life.

7. Programs such as class visits to the Pioneer Village School should be encouraged.

8. Lists of the works of Canadian authors should be better publicized. Encouragement should be given by government departments, such as the Department of Tourism to the communications media to achieve this. The Canadian Broadcasting Corporation could also be encouraged to produce and show vignettes on Canadian life.

9. Canadian authors should be subsidized, if necessary, to write factual texts on Canadian history based upon facts as we know them to-day.

10. Government grants to County School Boards should receive prime consideration.

11. American text books which have been modified to meet Canadian requirements should be used as sparingly as possible.

12. The office of Educational ombudsman should be set up in Ontario to which parents could direct complaints regarding their children's education.

BRIEFS

to the

ROYAL COMMISSION ON BOOK PUBLISHING

NOVEMBER 12, 1971

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

McCLELLAND AND STEWART LIMITED

NOVEMBER 12, 1971

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INTRODUCTION

It is appropriate that our brief to this Royal Commission should begin with an expression of gratitude to the Commissioners for their prompt and decisive evaluation of the nature and urgency of the McClelland and Stewart problem and for their unprecedented recommendation to the Ontario Government.

It is also appropriate, we think, that our brief should review the background of that crisis for the public record. The recommendation of the Commission and the prompt action of the Ontario Government in implementing it led to some public controversy. Much of the negative comment stemmed from necessarily incomplete media reports. We hope that by reviewing the background in some detail a clearer understanding of the industry problem may result.

The first is that although there was an industry crisis at the time, it was of a cumulative rather than a generic nature. It was and is incorrect to infer from that crisis that Canadian book publishing was and is uneconomic, unprofitable or doomed to require extensive and continuing public subsidy. There was little if any connection between the sale of Gage, Ryerson, and the M & S difficulties. The cumulative effect led to a serious foreign-ownership crisis, a subject that we develop in some detail along with other factors that made a foreign-ownership crisis inevitable.

In our brief, we attempt to establish the fact that a substantial percentage of independent Canadian ownership in book publishing is essential. The importance of the publishing industry must be considered in terms of its function as an extension of the work of Canadian writers. Book publishing should be encouraged and allowed to flourish because writers are surely the most important national asset of any country.

We do not, in this brief, denigrate the value to Canada of the subsidiaries of foreign-owned publishing companies. We do not favour any steps that would curtail their activities. They have, to varying degrees, contributed to the cultural and education development of Canada. But, it is our conviction that we cannot and should not depend on them to serve Canadian interests in such a critical area.

We believe that the Third Interim Report of this Commission, a deceptively simple proposal, is one of the most visionary recommendations ever made by a Royal Commission. We believe that its immediate implementation by the Ontario Government was one of the most important steps respecting foreign domination ever taken in Canada. We hope that it will be studied by our Federal Government for possible application to other critical Canadian industries.

It is our view that recommendation number three of the

Commission is the major action needed to assist this industry. Other measures are desirable but we do not recommend any major or radical steps. It is a small but vital industry. It is responsive to high standards of quality, to imagination and vision, to ingenuity.

It is our opinion that the program of Government-supported bank loans is the major corrective action that is needed. At the conclusion of our report we list a number of additional recommendations that we think merit your consideration.

BACKGROUND

The sale of the book operation of the W. J. Gage Company in 1969 caused a public outcry. It involved only the book publishing division of that firm representing perhaps 20% of total company sales volume. Although it was reported to be the most profitable division of the company, book publishing was not the main activity of W. J. Gage. It was said at the time that the sale was required as part of the refinancing of the Company as a whole Was it necessary to sell it to a foreign company? One must believe that it was. About one half of the book volume of the Gage operation was in imported books. Its only alternative was to sell one-half (the domestic publishing half) of the book division to a Canadian company for a price very much below what Scott-Foresman was prepared to pay for the operation as a whole.

There are three points to be considered here. The sale of W. J. Gage (an old and very important Canadian textbook publishing house) was not related to a serious "economic crisis in the Canada book publishing industry". A second point that should be considered by the Commission is that the Gage story underlines the chief reason why Canadian firms in this critical industry end up in foreign hands--price. Finally, there is an element here of

extra-territorial pressure that should be of concern to all Canadians who are determined to see that a reasonable portion of this industry remains under Canadian control. It is not easy to advocate that a foreign firm should not have total control over the sale and distribution of its books in Canada. However, when that control is used to produce a result that is not in the best interests of this country, the matter becomes more complex.

In our opinion, the subsequent sale of the Ryerson Press to an American-owned firm may have been a good thing for Canada. It had been a vital and important Canadian institution. Hundreds of thousands of Canadians were raised on Ryerson-produced textbooks; many of Canada's most important authors were at one time published by Ryerson; many book industry leaders, including the founders of M & S, received their early training at Ryerson. To lose such an institution is a sad thing. It seems to us however that the positive benefits may have outweighed the loss:

1. The sale focussed public attention on Canadian book publishing in an unprecedented wave of emotional concern. Such concern was long overdue. It could perhaps not have been achieved in any other way. A handful of Canadian publishers had for years been expressing alarm about foreign domination of our textbook industry and about the low-level of Canadian content in our

educational institutions. Such statements had largely gone unheeded.

2. The United Church was relieved of a financial burden that it could ill-afford to maintain.

3. The Canadian firm that was reported to have made an offer for Ryerson was saved from what in our opinion would have been a certain financial disaster. McGraw-Hill may, with great difficulty, turn this acquisition into a profitable investment. It it does so, it will not be because of American expertise but because it has a large, well-managed and well-functioning book publishing operation in Canada with which ti merge Ryerson (with substantial opportunities for reduction of combined overheads). It is our assessment that Ryerson could only have been saved on an economic basis by merger with another book publishing firm of substantial size. No Canadian-owned book company had access to the necessary funds.

4. The loss to book publishing in Canada was not as serious as it may have seemed. Ryerson had long since lost its function as a strong publishing force in Canada. It is possible to take the view that the marketplace will be less cluttered and stronger in the end.

Was the Ryerson sale the result of a general industry

problem? We don't think so. This company reached its peak as an important Canadian influence--in contemporary times--during the Lorne Pierce regime. It is probable that no other editor or publisher has made a comparable contribution to Canadian letters. In the years when he was approaching retirement, the Ryerson list began to deteriorate. This is an industry for young people. No adequate replacement was found and Ryerson simply did not recover. Ryerson could not have maintained its pre-eminence during that period without the selfless devotion of that great and dedicated man. Canadian book publishing needs people like him today.

Ryerson failed, then, partly because its publishing drive and vigour disappeared; because it was no longer vitally involved in mainstream publishing; partly because the United Church faced an increasing conflict of interests as a general publisher in a period when permissiveness had become the order of the day (as a purely religious book publishing operation it might have remained competitive); because of unfortunate management decisions relating to purchase of manufacturing equipment--decisions really unrelated to book publishing or its publishing personnel. The conclusion is clear that the sale of Ryerson was not the result of an industry problem.

The sale of these two firms was not the result of a crisis in Canadian publishing. It created the crisis. It was followed shortly thereafter by the public announcement that M & S would have to be sold. It is our contention that the M & S problem was only

in small part the result of a common industry difficulty. Our announcement had the effect of further compounding the industry crisis relating to foreign control.

Some background information on M & S is relevant to this portion of the brief. The firm was founded in 1906 as a library supply house. It achieved a fairly steady growth in sales volume through the years although it suffered serious setbacks from time to time , a not uncommon business experience in any field.

From its inception the firm had shown a serious interest in Canadian publishing. For some years this was an indulgence, made possible by the sale of imported books. There is a popular misconception that M & S concentration on Canadian books is relatively new. The firm published as many as 40 new Canadian books a season back in the twenties. That misconception resulted from two factors. Canadian publishing was curtailed at M & S during the Second World War by the shortage of paper and by the death of Donald French who had for many years been the Editor and whose influence on Canadian letters and publishing was comparable to that of Lorne Pierce. He and Mr. McClelland (Senior) had maintained a special interest in indigenous publishing through the years. As new people took over active management, the emphasis slowly disappeared. The point here is that mainstream publishing is dependent on the involvement of people whose interest relates to much more than income and

profit.

M & S was never a very profitable operation. The detailed records will be made available to the Commission if they are considered pertinent. It may be sufficient to say that in most years the firm made a modest profit. On occasion it lost money. As long as the continuing operation could be financed, the owners were satisfied with a modest return and total involvement in an industry that has many other rewards.

The extent of the earnings may be gauged by the assessment of a senior official of the Industrial Development Bank who commented in the early sixties that our capital would have been more profitably invested in Government bonds over the previous ten-year period. Probably! But the firm published many good books during that period; it improved its backlist; it employed a great many people and had been involved in a vital and rewarding cultural activity.

The point being made here is that in a small country, publishing requires a special interest and involvement. It cannot and shouldnot be judged by the financial yardsticks applied to other business enterprises. If your Canadian book publishers of the future are primarily profit-orientated, if they are to be dependent on existing lending institutions for operating capital, then Canadian publishing will disappear or be consigned to the hands of dedicated amateurs. Foreign owners can hardly be expected

to be concerned about the cultural development of this country.

M & S has, at first hand, seen and been affected by the inherent dangers of foreign ownership and control more than most Canadian firms or most Canadians. The firm, as indicated already, had never made impressive profits by normal commercial standards. Even had it done so, the profits would probably not have remained in the firm beyond essential operating requirements.

The belief and policy of the owners had been that one should not leave any excess capital in an operation that can be seriously hurt or destroyed by the whim of a foreign supplier. How many Canadian importers have adhered to this same philosophy? How much has Canadian growth been impeded by this realistic but conservative attitude?

The relevance of that philosophy was confirmed in 1948. Sales were expanding, profits were being made. The apparent prosperity was largely based on a U.S. import agency that had been taken on just before the Second World War. Half the sales and most of the profit related to this agency. Because of war-time restrictions (salary freeze and excess profit tax) neither the partners nor the firm had benefited materially from the expansion. The firm was large and had developed a heavy overhead in staff and services. It looked forward to some years of prosperity and earnings. Things were going so well for the U. S. company that it

decided that it would be more profitable to establish its own company in Canada. It did so within six months of reaching that conclusion. We have no quarrel with that business decision. It made financial sense. Its immediate effect on M & S was devastating and led to a period of recovery that took more than five years.

The message was obvious. To establish a stable, continuing publishing operation in Canada, one must move beyond the control of foreign suppliers as quickly as possible. Their interest in Canada is largely financial. There is no reason why it should be otherwise. There is a clear lesson here for all Canadians.

There were other minor setbacks along the way resulting from decisions made outside Canada but the next major reversal took place about ten years later. In 1935 a unique arrangement had been made with J. M. Dent & Sons. In return for his undertaking to direct the Dent subsidiary in Canada (for a substantial salary which he shared with his partner) Mr. John McClelland (Senior) further agreed that M & S would handle Dent housekeeping (warehousing, billing, collection, accounting, shipping, etc.) in Canada and would stay out of textbook publishing during the term of that agreement. This seemed an attractive proposition at the time. However, a re-assessment of this relationship in the mid-fifties indicated that while it was very profitable for the senior partners, it was less than

sensible from the standpoint of the M & S corporate future. Dent, in the textbook publishing field, was making substantial profits and returning impressive dividends to the parent company. M & S, on the other hand, was making a fringe profit and was not able to involve itself in the most stable area of book publishing. The response to an M & S demand for a substantially increased commission rate was a Dent decision that it would operate on its own in Canada.

It should be emphasized again that we do not quarrel with that decision. It made economic sense. No finer people or business associates could be found anywhere than the people at Dent in London (or than the senior people at the U. S. firm referred to earlier). But Dent, like any other foreign company, invested in Canada to sell books and made a profit. Although they have published many good textbooks, at no point have they been interested in mainstream publishing here. Once again M & S volume was cut in half. This time, however, in starting over again, the firm was able to publish books for schools, an involvement that now totals about one-third of annual sales volume.

By the year 1964, almost another decade later, M & S had purposefully divested itself of most of its sources of imported books. Sales volume was substantially (about two-thirds) in Canadian books. It is worth noting that the five import associations that were retained (one has since disappeared as the result of a

U. S. corporate take-over) were American. There were several reasons for this. The supply situation from the U.K. had tended to be slow and unpredictable. Because of this and because the Canadian public (particularly true of university professors) has always refused to understand or accept the need for a substantial mark-up on British books and has regarded importers of British books as inefficient profiteers, it was decided that British books should be dropped.

There is a significant pattern here. As British influence waned in Canada, the market for British books diminished. The transition started during the Second World War when British publishers could not supply their overseas markets. That market has never been recovered in Canada. The majority of the imported books sold in Canada today are of U.S. origin. Someday to the sale of books. Today the U.S.A. totally dominates the market in Canada for imported books.

By 1964 then, M & S had developed into what was substantially a Canadian book operation. The profit picture was improving steadily although not to point where it would impress the average banker or the financial community. In that year, in association with the Montreal Standard, we developed what may be the single most successful book publishing endeavour ever launched in this country: The Canadian Centennial Library. Close to 3/4 million hard bound books were sold and on a profitable basis. In early

1967 we completed arrangements to acquire full ownership of this new company from our partners. A bank loan made this possible. The reason for the acquisition was our interest in continuing this mail-order publishing operation to take advantage of the tremendous asset of mail order book customers that had been developed. Our partners considered their involvement as a Centennial project only and were not interested in a continuing mail-order book business at that time.

Because of the need for increased working capital to finance M & S continuing expansion and the demands of the new subsidiary a good part of 1966 and 1967 was spent looking at a wide variety of financial proposals. One was selected that involved a long term investment of approximately 1.25 million dollars. At the last minute, a new condition relating to the job security of some senior employees was introduced. The condition was unacceptable and the arrangement was not consummated.

Had the arrangement proceeded there would have been no financial crisis at M & S. But there are points of principle that are more important than dollars. One of the great Canadian tragedies is that too many of us are totally committed to the dollar yardstick. In retrospect, even knowing the financial difficulties that would ensue, even knowing that most of those employees would be forced out by other pressures, the decision would have been the same. Independence and obligation are two things that should be valued

more highly in Canada.

Since the firm had already spent or committed much of the money that was to have been invested, this decision created a major crisis. Two alterantive financing proposals were quickly arranged. One involved two insurance companies; the other a public stock underwriting. Both were contingent on combined earnings for 1967 of about $175,000. The mail-order operation earned very close to that; M & S which was not anticipating a good year, needed only to break even. (It had earned $38,000 in 1966). Instead it lost $67,000. Management preoccupation with the problems of refinancing and the acquisition and development of the new mail-order company had exacted its toll. The M & S loss was the first in almost twenty years.

The combined earnings were not enough to allow either of the refinancing proposals to proceed. The firm was in serious financial difficulties and shortly thereafter defaulted on a term bank loan.

Although the firm was technically bankrupt it was saved by a combination of three factors:

1. The wisdom and skill of J. L. Biddell, who had been approached for advice and who created a legal and financial arrangement that permitted survival.
2. The faith and support of a group of major suppliers: 4

Canadian book manufacturers; 5 American book publishers; an Italian book publisher and manufacturer; 2 British book manufacturers. These firms agreed to postpone substantial debt. Many other creditors, major and minor, exhibited patience and understanding through a difficult three-year period.

3. The retention of management consultants in early 1968 made it possible for us to proceed with the necessary reorganization and surgery in time to satisfy our most pressing demands.

Something had to go. The mail-order operation was by long odds the most profitable of the two companies. At first it appeared that it should be continued. The fact was, however, that it required substantial additional working capital to survive and this was not available. M & S, on the other hand, needed no additional funds provided surgery was performed, publishing cut back, and provided suppliers would cooperate. They did. M & S survived. The mail-order operation was sacrificed.

Both companies suffered substantial losses in 1968 as a consequence of the actions that were required to permit survival. Although we destroyed a mail-order operation that had brought a series of remarkable Canadian books to tens of thousands of readers and had proved of inestimable value to schools, and although we destroyed a unique Canadian book club that had more than 12,000 subscribers, these actions permitted the survival of M & S. It

was clearly the most important. Within three years the deferred creditors had been paid in full, M & S was operating at a steadily increasing profit, the only remaining problem was that the company had now been completely stripped of its limited working capital.

After two bad years (one of them artificially so) M & S made a profit of $51,000 in 1969; $104,000 in 1970; will earn in excess of $200,000 in 1971. It will continue to increase its earnings steadily in subsequent years. The major share of sales volume now comes from the reprinting of our established Canadian books. This gives the firm the stability that, in general book publishing, can only result from many long years of slow growth. It is the long,slow, relatively unprofitable growth that makes it difficult for this industry, at least the general publishing side of it, to attract investors or bank loans.

The sudden and dramatic announcement in February, 1971 that M & S was to be sold was not the result of a carefully planned strategy. As can be seen from the foregoing recital, our fortunes had improved very considerably. Much of 1970 was spent investigating possible sources of refinancing. A number of responsible Canadians showed concern and interest. We believed that one or more of them would participate in a refinancing once our 1970 earnings were confirmed by an audited statement.

Why was it necessary to make the dramatic public announce-

ment? It was done because our principal outside financial advisor had through investigation become convinced that the financial support we anticipated would not materialize on acceptable terms. If he was right, only two alternatives were open: (a) to sell, (b) to await an inevitable bankruptcy due to lack of working capital. We could not afford that risk. His opinion was subsequently confirmed in full.

Had the Government not intervened, M & S would have been sold to an American company. No serious Canadian offer was made. Frivolous proposals were received--of the sort experienced by the Toronto Telegram--by people who would pay out of future earnings. One apparently serious proposal was put forward but with a strange condition attached. We were to agree to sell on their terms before they would agree to buy. This seemed odd but plausible until it was discovered that the offer was conditional on a Government loan. Our financial obligations were too serious to allow up to play games of this sort.

It would have been a tragedy to sell M & S to a foreign owner when its main asset is the creative work of so many Canadian writers. The alternative was bankruptcy which would have lost two million dollars of money owing to a variety of creditors, large and small, including two major Canadian corporations who have supported us through bank loan guarantees on what must be considered

an altruistic basis.

To this point we have attempted to indicate that the so-called "crisis" was cumulative rather than the result of a common industry problem. We have done so not only in the interests of historical truth but also in order to develop the fact that a real problem does exist in an industry that can be so substantially affected by three totally unrelated events.

WHAT IS WRONG WITH THE CANADIAN BOOK PUBLISHING INDUSTRY?

The most serious problem is the critically low level of Canadian ownership. Further deterioration must be prevented and steps are needed not only to arrest attrition but to encourage the development of more Canadian ownership.

Why has Canadian control dropped to such a low level? We have shown that the current "crisis" was largely caused by unrelated factors. Nevertheless, there are other causes that must be understood if proper steps are to be taken to change the situation.

1. The development of large multi-national corporations, particularly in the U.S.A., and the tendency towards growth through merger, again principally in the U.S.A., but also in the U.K. The thrust of U.S. companies for expanding international trade. These factors have all served to reduce both Canadian ownership and the ratio of Canadian ownership.
2. The fact that the market for books and particularly Canadian books has expanded substantially in the last few years. This has increased foreign competition.
3. The lack of risk capital for Canadian-owned companies. This point is covered in the section dealing with the Survival of the Small Publishing House.

We can't entirely blame Canadian banks and other lending institutions for this. We do feel that they tend to be shortsighted in relation to an almost certain growth situation but the fact remains that this is a risky, speculative business. It is also a low-profit field because of its nature and the size of the market. While there are rewards other than profits accruing to tie involvel publisher, these are hardly available to investors.

There is a substantial body of public opinion in Canada that tends to feel the most of the problems of Canadian book publishers are self-induced. We would like to examine some of the theories that have been advanced and destroy a few myths.

1. <u>Some Canadian firms seem to do well. Why can't the others?</u>

Marlequin Press of Winnipeg is often cited as an example. This has been an extremely profitable operation. However, it is not a mainstream publishing firm and the example is hardly relevant. Their books serve the same useful function as comic books. The establishment of any number of commercially orientated publishing houses of this sort will not assist Canadian writing. We are not denigrating commercial orientation

as such. Canada needs it. Serious book publishing requires a special blend of business judgement and cultural responsibility that cannot result from normal commercial motives.

2. Canadian-owned publishing houses are less efficient, less business-like than their foreign-owned competitors.

We don't agree. It has been pointed out, time and again, that the American controlled (and some British controlled) companies don't seem to have the same problems in Canada. The conclusion is usually that the Canadians are less aggressive, less efficient, less business-like and that foreign expertise is lacking. We have taken a ten-year average of net profit (after tax, as a percentage of sales volume) of McClelland and Stewart as compared to the combined average of three subsidiaries of U.S. publishing companies operating in Canada.

The comparison is as follows:

M. & S. average net profit 0.4% of sales (after tax);

Three U.S. subsidiaries (combined) 9.4% of sales (after tax).

The immediate conclusion from this might be that the U.S. companies are more efficient. Perhaps, except for the fact that these companies were all managed by M. & S. Management factors were identical except for the

selection, editing, design and production of the books themselves.

Are we omitting the most important factor in the comparison? Are the books we publish not as good? To answer that our records indicate that the average per-title sale of new M. & S. titles in Canada averages over thirty times that of the average per-title sale in Canada of these U.S. companies. The point here is that foreign firms, once they are large enough to operate Canadian subsidiaries, have a marked advantage over their Canadian-owned competitors. To them it is an overflow market. Start-up costs have already been met. They cannot and should not be compared with Canadian-owned houses. Their reason for being here and their function are not related to those of a Canadian-owned firm.

3. Part of the cause is the ineptness and inadequacy of service in Canada.

We don't think so. One must approach this subject with an understanding that the book publishing industry may be the most woefully inefficient distribution structure known to man. It is true in the English-speaking world. It is probably true everywhere.

Thus problems of poor shipping; interminable delays in handling of orders; incorrect billing; bad packing; lack of stock (out of stock or out of print); authors arriving for personal appearances when no books are available; all these problems are standard in book publishing. Canadian complaints are valid enough but hardly unique.

We referred earlier in the brief to the difficulties we experienced with British suppliers. Part of the reasons we dropped all British representation was that our repurtation for service was being damaged by their inefficiencies. Not all British publishers are weak in this respect but it is a serious industry problem not a Canadian one. Many U.S. firms are woefully inefficient. We believe that the Canadian industry has been unjustly condemmed in many quarters for a situation that it can't control.

The problems in Canada are compounded by the great distance, lack of working capital for inventory (a serious problem for all Canadian-owned firms), the fact that many more titles are on sale in Canada than anywhere else in the English-speaking world and, finally, the fact that the Canadian industry is ultimately dependent on inefficient foreign sources

for many of the books that it supplies.

This inefficiency certainly does not enhance profit potential. We take no great pride in our own performance in these areas. For many years M. & S. and Macmillan were the two top service houses in Canada. In the late fifties we decided to automate. We have never recovered and were indeed almost put out of business on more than one occasion by our inability to control automated systems. Our service problem was severely compounded by financial and growth problems in recent years. Great improvements have been effected recently. It is our belief that we will soon benefit substantially from our modern computer system and the statistical controls and information that it delivers but computers are not a total solution to housekeeping problems in an industry that demands constant attention to detail.

Apart from our sensitivity to continuing complaints and criticisms about the inefficiency of the Canadian publishing industry, there is another reason for our reference to this complex area.

There is some cause to consider the possibility of establishing a central book distribution outlet in

Canada. It has been argued that if there were one strong and efficient central source for all Canadian books (or better still, for all books on sale in Canada) the following advantages would accrue:

1. Service to the retail trade would be substantially improved. In turn, service to the public could be radically better.

2. The same would be true for libraries and schools.

3. Ultimate cost to the consumer and for all segments of the trade would be reduced.

4. Publishers would be relieved of time-wasting emphasis on the housekeeping aspects of book publishing and could concentrate on the import aspects.

5. Buying around would be reduced.

Such a project involves grave difficulties. Although it has worked in Sweden and elsewhere, it should only be approached with considerable caution. The reasons are obvious:

(1) It would only work well if all houses participated. Publishers tend to be individualists.

(2) Publishers might be reluctant and slow to participate because they are aware of the problems, aware of the need of direct control in emergencies; aware of the crucial effect that housekeeping can have on survival, and finally, very conscious of the ill-fated experiment with the Co-Operative Book Centre Limited.

(3) Government participation, even control, would probably be needed to ensure the success of such a centre (a profit-orientated service centre could

be self-defeating). The industry would be nervous about turning over control of this critical area to the Government.

Despite the difficulties, we believe that the possibility of such a project deserves careful study.

4. Canadian-owned houses are less ready to take risks than their foreign-owned counterparts.

We don't agree. There are some Canadian authors who would dispute our view. One of the favourite stories of Canadian newsmen and journalists concerns the author who was rejected in Canada and accepted in London or New York. This happens and will always happen. It usually involves a category of book for which there is not a viable market in Canada. But we do not believe that Canadian authors are finding it difficult to be published today. We doubt if many Canadian manuscripts of real quality are going unpublished today except on highly specialized subjects where substantial subsidy is needed.

Part of the Canadian publishing problem, in fact, is that of finding enough good manuscripts to publish. This has always been the case. One has to invent books to defray basic overhead costs. It is for this reason that most of the measures we propose relate to the encouragement of writing. We need many more good writers in Canada.

It may not be generally recognized that Canadian houses spend a great deal of money looking for books to publish. The cost of reading unsolicited manuscripts may be one of the many reasons that book publishing does not commend itself to financial investors.

At M. & S. we receive about 2,500 unsolicited manuscripts every year. At an average cost per manuscript of $35 for reading and handling (and this is a low figure by current cost accounting methods), our annual cost is $87,500.

We continue to encourage the submission of manuscripts. Is this financially rewarding? Categorically no.

About ten manuscripts (we publish 100 new books a year) out of the 2,500 will be selected and actually published. Two of these might make a profit; four might break-even; four would lose money. In some years the net publishing result of the ten books will balance itself out financially and an important new author may have been found. It would take many years for that author to earn back for the firm the cost of manuscript reading in the year of discovery.

Why do publishers spend this money? The answer, very simply, is that there is no choice. It is part of the service that a serious publishing house must offer.

It is part of its responsibility to seek out, encourage and develop authors, If it doesn't no one else can. Publication is still the ultimate criterion of writing success. It is not surprising however that the selection system is far from infallible, here or anywhere else, when the cost factor is considered.

Thus far we have indicated how the immediate crisis developed and why a long-term crisis exists. We can now move on to a study of why a reasonable priority of Canadian ownership and control is vital.

WHY IS CANADIAN OWNERSHIP IMPORTANT?

It is our view that a means must be sought whereby a reasonable portion of this industry will remain under the control of Canadians on a permanent basis. To the uninitiated, this may seem a reasonable, plausible proposal that should be easily implemented. The members of the Commission are already aware that it is not a simple matter. It is a highly complex and challenging problem.

Canadian ownership regulations have been attached to television, radio, and to newspapers. Why should not similar action be relatively simple in book publishing? The Davey Commission on Communications (which did not deal with book publishing) supplied evidence to indicate that TV, radio, and newspapers can be, even in Canada, very profitable enterprises. While Canadian-content and control regulations may limit the market price of such enterprises, the value is still there. There is no shortage of Canadian risk capital in fields where substantial earnings can be made.

Magazine publishing, in contrast, has no very impressive earnings history. Our Government has encouraged Canadian ownership and involvement by excluding foreign-owned magazines (with two notable exceptions) from normal Canadian advertising support. While this step has helped the Canadian industry it has not

solved the problem. There are not many willing to invest in Canadian magazines.

The book publishing problem is more complex. There is little evidence that indigenous book publishing is sufficiently profitable to attract Canadian risk capital. No advertising support is involved. How then can you ensure or encourage Canadian ownership and involvement? How do you encourage people to invest in non-profitable operations? Why is it desirable, why is it essential that a reasonable portion of this industry remain in Canadian hands? Why not let the foreign investors take over?

(a) Even a cursory examination of the history of book publishing throughout the world indicates that it is not a normal business enterprise. Where great publishing imprints have emerged they have invariably been the result of the inspiration of dedication of one or more individuals. These imprints have not always been those of the largest or most commercially-successful firms. They have been developed by people whose interests have led to a close identification with the mainstream of thought in their particular country. Our conclusion is that if great Canadian publishing is to be done, it will be done by independent Canadians; by

Canadians who are familiar with their heritage, aware of the present, involved with the great Canadian writers of the day, and concerned about the future of this country. One cannot expect great Canadian publishing to be done by subsidiaries of foreign companies when the main-thrust of the parent companies must be identification with their own national cultures. Few individuals, in charge of subsidiaries of foreign companies have either the authority or the courage to pursue their Canadian instincts.

(b) It has been argued before this Commission that there has been too much criticism of subsidiaries operating in Canada; that much of the best Canadian publishing has been done by such companies and that one should not lose sight of this in the face of current nationalistic fervour. We do not disagree with the claim that much good publishing has been done by these firms. The Macmillan Company of Canada, for example, has an outstanding publishing record in this country. The firm has been led in the contemporary period by a great and dedicated Canadian. Interference from head office has been

negligible if in fact it has existed. In the context of this brief, however, our concern with the Macmillan Company (or any similar company) relates to the future. What if the owners do not show continuing faith in Canadian management? What if there are new owners in Britain? Judging by the pattern that has developed in the U.K. in recent years, one could hardly be surprised if Macmillan were taken over by a multi-national corporation that had an entirely different set of ground rules relating to Canada.

Oxford is another example of a subsidiary that has a fine record in Canada. It, too, can hardly be considered representative of the typical Canadian subsidiary, Oxford, here and throughout the world, is a highly specialized publishing institution.

Longmans and Doubleday are other firms that have done some good general publishing in Canada. There are many more firms in the textbook field: Dent; Nelson; Holt; Rinehart; Winston; McGraw-Hill, etc., but in our view Canadian interests would not

be well-served were we forced to depend on such firms.

Head office policies have and do change. A notable example would be Wm. Collins Sons & Company. Twenty years ago this firm was very prominent in the publishing of Canadian books. Today it is not. One presumes this was the result of a head office decision although the source of the policy is irrelevant. From the outside it would appear that Longman's may have accepted head office interference. If not, the inconsistent nature of their Canadian general publishing program is sometimes difficult to comprehend.

(c) Publishing subsidiaries with very few notable exceptions exist for three reasons. The first is to sell the books of the parent company; the second is to make a profit; the third is to supply some semblance of service in Canada for the authors of the parent company. If they don't succeed in the first, they must do well in the second. What other reason is there for them to exist! One cannot quarrel with these objectives. We shall attempt to indicate that the best book publishing

tends to emerge from rather less confined motivation.

In the last several years most foreign subsidiaries operating here have initiated some Canadian publishing. There is great variation in range and extent. Some companies have opened Canadian branches for this purpose. Some Canadians view these new programs as tokenism; others look on it as an attempt to cash in on the vastly expanding market for Canadian materials. Either way, we consider it to be a healthy development. The more Canadian material that is made available the better; the more books that are published the more good books that may emerge.

However we feel that the Commission must accept this development with a note of caution. At present the market picture for Canadian materials is extremely bright. Over-production may quickly create a glut and change that situation. If so, many of these programs will disappear as quickly as they emerged. These firms did not exist when the market was less certain.

(d) Until recently most foreign subsidiaries in Canada

Until recently most foreign subsidiaries in Canada judged Canadian books by their sales potential in the domestic market of the parent company. Some still do. This is not a reasonable criterion for the Canadian writer. Thousands of books are published every year throughout the world that have relevance or usefulness only in the country in which they are produced and little value beyond those domestic borders. Such books have not and will not be produced in significant numbers by subsidiaries of foreign companies.

(e) There has been, and will continue to be, a marked tendency for multi-national corporations or parent companies to edit, design, and manufacture their books in their own country. This hurts Canadian book manufacturers: it deprives Canadian artists and designers of work; it can have a debilitating effect on the style and content of Canadian books. This latter point requires some examination. It must be understood that the real concern of the publisher or editor whether in London, or New York (or Toronto) is the acceptability and marketability of the work in his prime publishing

market. It would make no sense for it to be otherwise. The publisher's function and responsibility to the author is to sell as many books as possible. This may lead to any or all of the following results:

1. The locale of the book may be changed from Canada to that of the originating company. Why not, if more books can be sold? It happens.

2. Material can be deleted as being "too Canadian" for the publisher's market.

3. Allusions, reference, words, are very often deleted as being unintelligible to the reader in the publisher's country.

4. Style and spelling will normally be changed to that of the country in which the book is being edited on the grounds of house policy.

(f) Dispiriting as the foregoing may be for the Canadian author (aside from its effect on the development of Canadian culture) it may not be as damaging to the serious writer as the fact of having to depend on a foreign publisher for publication in their own national market.

It is not easy to generalize about authors and artists because they are the most individualistic people in our society. There are two claims that we believe can be substantiated from our experience

vital growing literary community that will attract and develop the literary talents that are needed in the future.

Further, it is our contention that if great publishers and editors are produced here by an industry that is almost totally foreign-dominated only a handful will remain in Canada. Gifted people tend to be ambitious. The ambitious person who enters the branch-plant organization will generally move to the head office in New York or London. The continuing removal of talented individuals is hardly conductive to producing the sort of industry Canada needs.

It could be argued that it would be to Canada's advantage to have gifted Canadians in senior positions in the great British, American and French publishing houses. Anyone with a knowledge of the industry will recognize that they won't remain at the top very long without becoming totally emerged in the culture of the head office country. Their Canadian interests must become secondary.

The ideal situation for the English-Canadian author is to be published simultaneously in Toronto, London and New York with an independent association with nationally-owned houses in each of those countries. The editions may vary in each country (if these publishers have their own policy requirements). Under ideal conditions the Canadian form in which the book was written will prevail; where it does not, the Canadian edition at least will be published as the author intended it.

At the present time some of Canada's best-known authors, even the most patriotic of them, prefer to be edited in London or New York. This is unfortunate but this choice is dictated by the lack of great editors in Canada. This is a direct and continuing result of our market situation and foreign domination of that market. Our senior authors continue to complain about this situation. They get more competent editorial assistance from senior editors in New York, Boston and London. This is a fact

life that hopefully will change. It is not the fault of the editors here, it is the result of inadequate training, salary limitations and sheer lack of time.

In 1966 we made a direct comparison with a prominent American firm and found that while our average cost per title for editorial service was approximately $1,000, their average was $4,000. Their figure would be higher than the industry average but the comparison has some validity. The larger market base permits more expense in this vital area.

In Canada, the gap is substantially closed by the dedicated work of editors who spend long hours of overtime work without additional pay. It will be a great day for Canada when this situation can be overcome.

It is true that some well-known Canadian authors do not seem disturbed by their dependence on foreign firms. In many cases choice has not been involved. Domestic publishers have been unwilling or unavailable (this point will be expanded later). In other

cases the choice has been forced by the foreign firm. (If you wish to be published in London or New York, you must give us your Canadian market; or worse, our book club will not use your books unless we have your Canadian market rights). We can document many instances of this type of pressure being used to the detriment of the Canadian industry.

CAN THE CANADIAN PROBLEM BE SOLVED BY DIRECT GOVERNMENT PARTICIPATION OR BY A GENERAL PROGRAM OF DIRECT SUBSIDICATION?

Our answer to both these questions is No. We believe that the best book publishing is done by a financially responsible and financially accountable industry.

We don't feel that it should be necessary for us to indicate why we feel that Government involvement in book publishing should bé avoided. The private sector has already suffered from inequitable competition from the Queen's Printer in Ottawa. It is our view that Information Canada should not be allowed to produce material that might otherwise be provided by independent companies. Their new policy of making distribution arrangements with commercial firms is preferable to direct distribution but our view is that public money should not be spent on books that will compete in an industry that is already speculative and extremely risky.

Government agency publishing has produced some superb books but, in our view, only at a substantial and unnecessary hidden cost to the taxpayer. We believe that this problem is compounded by others when one considers a general program of direct subsidization.

General publishing tends to be price-competitive only in terms of category or on those occasions when two books on the identical subject are published in one season. In the broad sense,

the price limit on Canadian books is established by British and U.S. competition.

An example of group or category pricing exists in the field of poetry. There is a definite price limit on what the market will pay for poetry. In the past few years the Canada Council has adopted a policy of making small grants available in this area. Generally speaking these grants have gone to small houses and for the works of new poets. In the past the subsidization of poetry has been done by the publishing houses themselves.

This Canada Council program has had some desirable results. Many more poets have been published and encouragement has been given not only to the poets themselves but to new publishing houses, to designers and artists. But there have been negative results. The per-copy sale of the average new book of verse appears to have dropped. We attribute this to over-production in the number of titles published caused partially by the subsidy program.

Established poets have been placed at a disadvantage because their publishers cannot produce a comparable physical product within the price range without a subsidy. We get many complaints--mainly from students and young people--of a "rip-off" when they look at unsubsidized volumes of verse after they have become accustomed to the many handsome low-riced volumes produced by subsidization. Established houses are thereby discouraged from publishing poetry.

Our conclusion in this matter is that if and when the Government or the Canada Council decides that subsidy help is needed in a particular field of publishing, it should have a standard policy that any or all books in that field that a responsible house is prepared to publish will be eligible for subsidy.

At present, it seems to us that further subsidization of poetry is not needed. That should be true for at least a few years. On the other hand, we have entered a period in which fiction in English may require help. The average novel is now published at a loss. Far less fiction is being published. We would argue, then, that a standard subsidy might be available for all fiction (novels and short story collections) for a period of years. Once the market has recovered to the point where sufficient fiction is being published, as has happened with poetry, the subsidy should be dropped.

We are in general opposed to Government subsidies for book publishing in Canada although we have benefited from such subsidies in the past. Our position is based on the fact that subsidies pervert and confound an already troubled marketplace. One is much less inclined to take commercial risks in a market where that risk may be compounded by subsidized competition.

However, it is a fact that many worthwhile and important

books would go unpublished if some source of subsidy were not available. If the conclusion of this Commission should be that some direct subsidies are needed--and we would agree with that conclusion--we would urge very careful controls, a standard formula, frequent review, and a system whereby all specific Government or Canada Council publishing grants are publicized well in advance. In that way publishers may be protected from needless risks.

A summary of our views on subsidies follows:

1. Publishing subsidies tend to disrupt and confuse the marketplace and inhibit commercial risk-taking. We are opposed to any large-scale program.

2. Because of the size of the market, many important and valuable Canadian books would go unpublished were some specific subsidies not available.

3. All publishers should be informed immediately of the granting of any subsidies from Government sources so as to prevent unfair competition. A standard formula should apply.

4. If books in any particular classification are to receive Government support (i.e. poetry), all books in that category should be eligible for such support.

5. Grants to authors for research and writing--as opposed to publishing subsidies--are needed and there should be a considerable expansion of funds available for such purposes.

6. We do not believe that the requirements of publishers of French works in Canada are necessarily similar to those of publishers of English works. The size and nature of the markets are not comparable.

7. We believe that unlimited translation grants should be made available in Canada, provided publication is assured in the other language.

CAN THE SMALL CANADIAN-OWNED PUBLISHING HOUSES SURVIVE AND WILL THEY SOLVE THE FOREIGN DOMINATION PROBLEM?

It is possible that they can and will if given sufficient encouragement. The implementation of the Third Interim Report of this Commission has gone a long way towards making their survival feasible. It is our opinion that further steps are needed to encourage more firms to enter the field. Even with the assistance already available only a few of the existing firms will survive. More are needed if we are to achieve a proper level of Canadian ownership.

We believe it may be useful to demonstrate why survival is so difficult for a small publishing house and why the system of Government-backed bank loans is so essential. The Commission does not need this instruction. The public probably does. Let us attempt to explain the paradox that the greater the success of a small book publishing firm, the more certain its failure.

To start, let us examine the economics of the simplest possible publishing transaction. A, an author, who is extrovert with some imagination, energy, a little money, no job, completes a novel and decides after a number of rejections, to publish his own book. In fact he starts a new publishing company.

His manuscript of 75,000 words which will make a book of

224 pages with a good type page, ample prelims, 2-colour jacket and a simulated cloth over board binding, would sell today for $7.95 if published by a typical general publisher. (3,000 copies)

To publish and market the book himself, provided his own time is not accounted for, "A" will encounter the following costs:

Editorial (a good moonlighter)	$ 300	
Designer (oversees manufacture and includes jacket)	300	
Manufacture (3,000 copies)	4,500	$5,100
Promotion & Sales		
1. Three week sales and promotions across country	$ 500	
2. Two mailings to stores and libraries	100	
3. Invoicing	200	
4. Phone	100	900
		$6,000

For $6,000 he is able to sell 2,900 copies (he gives away 100 for review and promotion) so his unit cost is $2.07. He decides that if he doubles his money, he will do very well indeed. He rounds this out and he needs to get $4.00. This means if he gives a 40% discount (which he is told is standard) he can sell for $6.95 and do even better. ($1.00 less than the commercial firm would charge.) He calculates that if he sells out he will make 2,900 x $2.10 = $6,090.

He calculated his personal publishing time- involvement as one month before publication, two after, and decides if he sells out he will have earned $6,000 in three months. Not bad. That's $24,000 a year if he does four books; maybe much more if he does six or eight.

As it happens, his own book does well. All the media automatically support a new house and a colourful figure. He gets lots of space. The book trade, too, is sympathetic. Within one month of publication he is sold out.

He reprints 2,000 copies. This time his cost per unit is only $1.30 everything included and his profit is $2.87 per copy. He sells out and adds $5,700 to his $6,000 with a little additional effort (equivalent to one month's work) so he has made $11,700 in four months or $35,000 a year.

For certain he is going to be a publisher. He signs up six books (five already been rejected by many commercial firms). He decides to spend a year publishing six books (his spare time writing another novel). He has his original $6,000 plus $4,000 saved out of earnings. He will edit the books himself. He will not use a designer, copy other books, buy only jacket designs.

The media reacts well to his announcement but when the books come out he gets less cooperation. Also he can't afford the time to travel or call on stores, etc. He also has to pay royalties. Some of the books are badly treated by reviewers and

the public; others have costly mistakes in manufacture.

RESULTS AT END OF ONE YEAR

	Print	Cost	Sell	Net Sales
Book 1	3,000	$2.00	2,100	$ 8,400
2	5,000	2.00	5,000	20,000
3	2,000	1.50	600	1,800
4	3,000	2.00	1,200	4,800
5	5,000	1.80	2,600	9,360
6	1,500	2.50	300	1,500
		$32,350		$45,860

His investment in the year (disregarding his own time) is $32,350. His sales are $45,860 but he can't collect 5%--say $2,360 so his cash income is $43,500 out of which he must pay royalties of $7,500 which leaves $36,000. Also he has had to acquire a typist-bookkeeper type for say $3,650 per annum (to keep things neat) which means his earnings in cash, net, are $32,350 so he pays his bills and still has his original $10,000. Unfortunately, life as a publisher is fraught with obligation and he took an income of $15,000 during the year and ended up $5,000 in debt.

In fact, though, he has an inventory of $15,620 on hand so he made a profit in his company of $10,620 and paid tax of $3,700. Thus he ended up with a cash debt of $8,700.

By this time, however, things looked quite good. He had paid himself $15,000. He had a profit (after tax) of $12,000. He had 15 books signed up for the next year. He paid moderate advances on these (a going concern but still growing so don't press)--an average of $250 or a total of $3,750--except on one sure-fire book he paid $1,500, because of an offer from a commercial house. Cost $5,000. Total debt in cash at year end $13,700.

To cut a long story short, only 10 of the 15 books were published the next year because authors failed to deliver and because of other problems. Nevertheless he did well, sold 70% of all books printed and several had long-term potential. Tally at end of year:

Investment	$60,000
Sales	$84,000

Therefore he almost doubled his sales and sold 70% of all books printed. His gross profit was $24,000. Out of this he paid $8,400 in royalties, his girl was increased to $5,000 because she was working about 70 hours a week; his bad debts were $4,000; his tax on his inventory profit was $3,600 including his personal income of $15,000 and his advances on next year's books ($5,000), his total cash outlay for the year was $41,000 (after manufacturing costs) and his cash income was $24,000 so he added $17,000 to his

debt which after two years was $30,700. To this he had to add $5,000 for an editor and $6,000 for a sales and promotion manager so he was actually $41,700 in debt. However, he now had an inventory of $27,000 (he had sold 25% of the first year's inventory which is not bad). Although he was $41,700 in debt his apparent loss was only about $14,000 and next year looked really good.

The real problem in the foregoing is the steadily increasing need for working capital. This is further compounded by the need to keep earlier titles in print.

Frequently this can be done only by printing a very small quantity (which in turn means a very high unit cost and subsequent loss of operating margin). Even the smallest economical printing can mean a five year inventory at this stage.

The limited capital is needed for new books but no backlist will be developed if books are allowed to go out of print. Nor will authors continue to publish with a firm that fails to keep their books actively available. The problems of the small publisher begin to compound themselves but the crucial issue is still lack of working capital which won't have been attracted by the earnings record to this point.

Trade publishing in Canada is a very tough game. If one has vast sums of money, it is possible to survive. If one is conservative and unimaginative, it is possible to survive. Theoretically, if one is very lucky, it is possible to survive. (A

Newman, a Berton, and a Mowat in one year with no balancing losses),

The formula for a large house is slightly different. We have seen the case of a small house selling 70% of its new printings and finding a cash squeeze. The formula we use now at M & S is 5.25:1 between retail price and manufactured cost. On this basis we must theoretically sell only 41% of our new printing to recover investment. However, if we are to cover overhead, we must sell slightly over 70% of new printings. Thus, while our ratio will be much greater than that of a small house our larger overhead (still only 35%) tends to produce the same result.

The mathematics based on a list price of $1.00 and a printing of 1,000 copies are as follows:

List	$1.00	
Net	.57	
Overhead	.20	(at 35%)
	.37	
Royalty	.10	
	.27	
Cost	.19	(at 5.25 to 1)
Profit	.08	

Let x = Printing quantity
y = Break Even

$$\therefore 19x + 10y + 20y = 57y$$

$$x = \frac{27}{19y}$$

$$y = \frac{19}{27} = 70.4\%$$

Thus far we can reach two conclusions:

1. New publishing houses, publishing only Canadian books, have little hope of survival unless (a) they are lucky or brilliant beyond reason, (b) unless they are subsidized by volunteer help, (c) unless they have unlimited cash resources or, (d) unless they stay very small.

2. A large house such as M & S feels a cash squeeze (and loss of profit as well) unless it recognizes that it must sell 70% of new book printings in the first year having priced them at a 5.25:1 ratio (Trade). The ratio for textbooks is different because the discount base is different which means lower retail and lower net prices both. The effect is the same; the overhead component the same; the required sale the same. Educational texts in the current market, more often than not require amortization of plant costs over a two to three year period in order to meet competition. This can be a safe enough practice provided the cash squeeze is recognized.

So that this analysis is not altogether gloomy let's look at what can happen with backlist and reprints. It is there that the money should be made.

Let us consider a $10.50 book with a first printing of 1,000 copies on formula. It sells out and earns 8¢ on the retail dollar or 14% before tax and 7% after tax. The reprint quantity is 1,000 (usually it would be less than the original printing but this figure is used to keep it simple). (A lower quantity reprint would cost more and reduce margin.)

The cost of the original print, using proper ratio, was $2.00. Of this unit cost, about 40% was for typesetting, art, design, plates--or plant cost. Thus the reprint, in same quantity will cost $1.20. Additional profit margin is 80¢ or about 13% which begins to make things look good. Unfortunately it is now normal for two factors to come into play here: (a) author by now will be getting 15% royalty, (b) second print is seldom equal in quantity to first print. The effect of (a) is to reduce the 80¢ to 27.5¢; the effect of (b) is to reduce it to 15.5¢ or to 2.6%. Still this is better than nothing.

Does Canada owe these new, small firms a living? Should they be supported by public funds? In our view, Canadian authors and Canadian writing will benefit immeasurably by the existence of such houses and that is justification in itself.

The point has been made that perhaps they should support their own operations by taking on the representation of foreign

firms in Canada. This is how all their predecessor firms have been formed. Why should the small, new houses not be required to do this?

While we believe that they could benefit from the experience of close association with some of the great U.S. and U.K. firms; that they could learn to avoid costly mistakes; that such association would improve their stability and profitability; there are equally good arguments against this form of growth.

The importation of books on an efficient basis is extremely time-consuming for a small firm. It leaves little time and less working capital for Canadian publishing. As a result, the historical tendency has been for the majority of importing firms to do only token Canadian publishing. There have been exceptions. In the early twenties M & S announced that they had yet to lose a cent on a Canadian book and although the sales volume of the firm in those days was substantially in imported books they were publishing as many as 50 new Canadian titles a year.

Our conclusion is that these small firms might grow more quickly if their concentration was entirely on Canadian books. However, a serious note of caution is addressed to the Commission at this point.

Perhaps the easiest thing to become in the free enterprise world today is a book publisher. It is easier to become a book publisher than to open a barber shop or to become a service

station operator. Absolutely no education or training is required. All that is needed is a manuscript and a few thousand dollars. All that is needed beyond that is luck and some flair for publicity.

One of the ultimate defences against total foreign-ownership is the ease with which an instant publisher can emerge to fill a need. But while it is easy to become a publisher, it is as we have shown, much less easy to remain one.

It is easy too, to establish a fast reputation as a gifted and significant publisher by publishing esoteric and artistic works that other firms might avoid because of their knowledge of the market. Publishing without financial responsibility is not difficult. It is doubtful if it really serves the public interest. It is one of the reasons that we are opposed to Government publishing.

Which small firm deserves financial support? The firm that has a small, artistic and distinguished list but little or no profit, or the firm that has a much more commercial list, has made some profit but has not added much to the body of important literature? That's a problem this Commsssion should deal with. We don't know the answer but we do believe that good publishing cannot be separated from financial responsibility. A financially responsible industry is essential to the future health of Canadian writers and Canadian writing.

ARE THE PROBLEMS OF THE TRADE SEGMENT OF THE INDUSTRY VERY DIFFERENT FROM THOSE OF THE EDUCATION SEGMENT? ARE SEPARATE SOLUTIONS NEEDED?

We don't think so. Although our trade division is larger than our education division (as indicated elsewhere) it will not remain that way. We are experienced and involved in both fields and our general view is that the problems are comparable.

But we share the opinion of those who believe that trade or general publishing and educational or textbook publishing are steadily merging and must continue to do so. The formal textbook is disappearing as educators are recommending and using a much wider variety of materials.

Contrary to some, we believe that this is a healthy development for the industry as well as for students and education generally. The multiple use of books and materials in our educational institutions will be more costly for the public. If better results are achieved, then it's worth it.

It has been argued that this development makes the textbook industry much less profitable. True. The profitable years of huge single-title text authorizations are quickly disappearing. Some firms will suffer. It seems to us though, that it is the large multi-national corporations that will suffer

most. More copies of a wide variety of titles, trade and educational, will be used which should be a very healthy development for authors and for small publishing houses.

It has also been argued that in the educational field Canadian-owned houses will need access to vast sums of money if they are to compete equitably with the huge multi-national corporations and firms using the results of U.S. Government-financed educational research projects. (It is also true that increasingly large sums will be needed in trade publishing to compete with international products.) Aside from our separate recommendation respecting hardware and new technical developments, it is our view that the end-products of educational research at OISE, the Canadian Studies Foundation, and any similar resource centres or groups that may develop in Canada, should be made available and exclusively to the Canadian-owned segment of the industry. Foreign subsidiaries will have the benefit of similar material produced in the country of origin of their parent company.

In the past educational publishers have conducted research and experimentation to develop educational materials because the multi-copy adoption system was highly profitable. There may well be less of this in the future with the onus and responsibility shifting to the educational authorities themselves for more course and materials design.

OBSERVATIONS

1. It is our view that no radical steps are now needed to preserve the future of the industry. Instead, a number of complementary small measures should complete the work so well initiated by the Commission. Our list of such steps will follow under the heading Recommendations.
2. We are opposed to the formation of a so-called Book Development Corporation either at the Provincial or Federal level. In our view, the introduction of any such new agency would come under the heading of overkill. Although it is a critical and complex industry, it is a small one and existing agencies are well equipped to handle the problem once ground rules are established. At the Federal level, book publishing problems can be dealt with by Information Canada and the Canada Council. At the Provincial level, by the Ontario Development Corporation and its counterparts elsewhere, once the work of this Commission has been completed.
3. We have given serious consideration to the desirability of an import license system-- a previously proposed solution. The plan, as we understand it, would be that a certain number of import licenses would be issued; that importation

of books would be the exclusive right of the holders of such licenses and that the operation of license holders would be supervised by a body similar to the CRTC. Such a system would eliminate the "buying around" problem because neither institutions nor individuals would then be free to import books directly. The control body would work to reduce unreasonable mark-ups and poor service. A fixed percent of licenses would be Canadian-owned. Most important, it could be a means of attempting to control Canadian content. To hold a license one would presumably be required to publish a certain number of Canadian books. The supervisory body would guard against monopolistic practices.

Our conclusion is that while such a system might work, the surgery is more severe than the symptons require. The industry problems can be solved in less restricting ways.

4. There are a number of other measures that we cannot recommend:

(a) Widespread subsidy.

As already indicated, we feel that an industry that is responsive to quality, to individual initiative, to intelligent promotion, can only be damaged by the artificial climate created through general subsidy.

(b) Legislation of Canadian content.

Although we welcome such legislation in other fields

(radio and TV where monopoly outlets can and do exist) we are not in favour of such negative action for book publishing. It is not a technically restricted field. Let us introduce measures that will encourage Canadian writing and Canadian content. Let us encourage the education of our educators so that there will be a much higher level of Canadian content in our educational institutions. Positive steps should have better results than negative ones.

In the U.S.A., for example, while there is much restrictive and protective legislation, the best results are achieved by the tendency of Americans to be proud of their heritage and extremely sensitive to any theoretical outside interference or influence.

For example, one of the leading American publishing houses was originally British-owned. The American managers maintained that they were discriminated against in getting school adoption in the U.S.A. because of British ownership. While other factors were involved, this firm did encounter serious resistance in the U.S. school market.

This fact was used as one argument to convince the British to sell. This company - now U.S. owned - is today one of

the largest publishing houses in the world. It would be helpful were Canadain educational authorities to take a similar attitude and show more support for Canadian-owned publishing houses.

Our Departments of Education have a less than satisfactory record in terms of their concern either for Canadian content in their courses of study or Canadian ownership or control of publishing companies. There are exceptions of course but the generalization is valid. It is not surprising that so many teachers, all products of this system, don't really know the difference between a Canadian book and an American one and what is worse, don't really seem to care.

(c) Removal of U.S. Manufacturing Clause.

It is our view that too much time and effort is spent worrying about a restriction that doesn't harm Canadian publishing materially. It applies only to U.S. nationals. Canadian publishers should publish Canadian authors. Why should they worry about publishing U.S. authors for export? They don't publish many British authors for export to the U.S.A.

From the standpoint of the book manufacturer this restriction is more serious. Possibly they could produce

more for the U.S. market and increase our export although we are dubious about this one. Our industry would have to become much more price competitive. Conceivably the enlarged market would permit this. From the standpoint of this Commission, however, it is our view that the removal of this restriction would not help publishing. Our book manufacturing facilities already appear to be grossly overtaxed. Foreign competition could damage that situation further.

(d) Elimination of Buying Around

It is also our belief that too much time and energy is expended on this subject. If Canadian firms would worry more about the sales they could make and less about the sales they lose in this way, the industry and the public would be better served.

(e) Removal of Import Duties on U.S. Books.

Several prominent groups - the Canadian Library Association, the Canadian Retail Booksellers Association, - advocate the removal of the 10% duty on U.S. imports (in fact, it applies to very few categories of books). We do not share this view. Without the duty barrier, many U.S. firms would close their subsidiaries in Canada and ship

directly. This would hardly be to Canada's advantage. While some Canadian publishers might benefit from their disappearance, others who depend to a degree on import sales would go out of business. The Canadian industry would lose even more volume to U.S. wholesalers. Canadian books would appear more uncompetitive in terms of price then they are now. It is our considered view that the removal of this duty would have an inhibiting effect on the amount of original book publishing done in this country.

(f) Control of Canadian Content in the Mass Market Paperback Field.

While we approved the Second Interim Report of this Commission respecting control and ownership of wholesale outlets, we don't favour direct government involvement in distribution or in legislation of content. The wholesaling and distribution of magazines and paperbacks is a highly-competitive and demanding field. While we would in theory favour the legislation of Canadian content we do not consider it to be practical. A sufficient level of Canadian ownership and provision to prevent monopoly control should be enough. If

Canadian books can't make their own way in that marketplace, then they should disappear. It is our belief that they can and will secure a sufficient share of this market in the future if they are not discriminated against by foreign-domination or monopoly control.

RECOMMENDATIONS

We have divided our positive recommendations into two areas: those that will assist authors directly; and those that will assist authors indirectly by encouraging the Canadian-owned segment of the publishing trade. We favour no support for the subsidiaries of foreign-owned companies until they become substantially owned or controlled in Canada. The competitive advantages that they already enjoy are sufficient.

A. Measures to Encourage Canadian Authors and Canadian Writing

1. Reasonable tax provisions so that substantial income earned in a short period (perhaps only once in a lifetime) can be spread, for tax purposes, over a reasonable period. The present legislation is inadequate.

2. The top literary prizes in Canada are still the Governor General's Awards. Although we are generally enthusiastic about the performance of the Canada Council, that commendation does not extend to this area. The performance is unsatisfactory in terms of the size of the awards, in terms of selection procedure (a truly abysmal performance through the years that would be hard to defend on any system of logic, consistency, or quality; and finally

in terms of publicity and promotion (for many years the Awards were almost a closely-guarded secret). There has been some improvement in recent years but for a procedure that should mark recognition of the most important creative acts of the year, the performance is shockingly inept. Some other awards are now available. It is our view that the Commission should review the whole award situation and make recommendations that would ensure a better system in the future.

We believe, for example, that a Governor General's Award should be worth not less than $15,000 and possibly much more than that. Surely fewer and much more significant awards are needed. Does it make any sense at all for the Canada Council to give grants of $5,000 to unknown writers when the writers who make the most important contributions of the year get less? This sense of values, to us, is quite untenable and inexcusable. Surely it makes sense to encourage major accomplishment instead of denigrating it. We are not suggesting the elimination or reduction of the grant programs. We are suggesting that the Governor General's Awards be upgraded.

In our view it is also unacceptable that these important literary awards should continue to be controlled by small

academic committees that have continued to demonstrate their prejudices and their lack of touch with reality. These are important Canadian awards. Surely it is time that creative writing in Canada was encouraged by establishing a broad base of judgment in these matters. The cost would be negligible in relation to the annual budget of the Council. We suggest that not less than 100 literary critics, reviewers, professors of English and opinion makers be polled. We believe that the awarding of the top literary prizes in this country should be a national event. It is presumptuous to suppose that it could rival the Grey Cup or the Stanley Cup finals but it would be a sign of maturity if we headed in that direction.

3. We would favour any steps taken to assist the public recognition of Canadian writers. Canadian writers and artists are our most important citizens; our greatest national asset. They should be recognized as such. Under this heading, which should include domestic and international recognition, we would favour promotion tours, displays, advertising, support of review media, indeed anything that would help in achieving this important objective. The industry can't do it alone.

4. Although the CBC has done a great deal to encourage Canadian writers through radio and television, we believe that much more could be done. There is no doubt that Pierre Berton or Farley Mowat for example have benefited as writers from radio and television exposure. Their books sell well because they are good books; they have additional sales because the authors are well-known public figures. It is not suggested that every writer could be a Pierre Berton or a Farley Mowat, but it is suggested that the CBC could use Canadian writers more frequently and in many more ways than they do. Such recognition would permit the authors to reach larger markets with their books and thereby permit them to write more books. Too few Canadian writers are able to survive on book income alone.

5. We would favour tax provisions that would encourage corporate and private patronage of Canadian authors. This could permit some outstanding Canadian writers to spend the necessary time to do major works on Canadian subjects that are now out of reach because of research costs.

   Some years ago, the Foundation Company of Canada made such an arrangement with Farley Mowat. The agreement was unique. In return for a very substantial sum of money,

Mowat agreed to write a book on a subject that had some reference to the Maritime salvage operations of that company. They had no control over content; no rights of interference; Mowat was left entirely free. As it turned out, he wrote two books. Both were bestsellers in Canada and the U.S.A., both brought remarkable publicity to Foundation and both were important Canadian books that would not otherwise have been written.

Other firms could do the same but few have the imagination and vision of the man who then headed that company. We suggest that such activity could and should be encouraged by tax provisions. It is more profitable to write on non-Canadian subjects. This is Canada's loss but we could easily offset our market limitations.

It is true that designated grants can be given through the Canada Council but we believe that such activity would be stimulated if direct subsidy was encouraged by our tax laws.

6. In conclusion, under this heading, we favour any measures designed to stimulate writing and improve the welfare and security of writers in this country.

B. MEASURES TO ASSIST THE INDUSTRY

1. Creation of International Book Centres

As a preamble to this recommendation, we should like to state our view that we don't anticipate any large export market for Canadian books (the physical book as compared to publishing rights) now or in the foreseeable future. We would be opposed to the expenditure of any substantial public funds devoted to the belief that such a market could and should be developed.

It must be recognized that book manufacturing is relatively costly in Canada by international standards. Not only can books be produced more cheaply in most other countries of the world where labour content charges are considerably less (U.K., Italy, Holland, Japan, etc.) but generally speaking they can even be produced more cheaply in the U.S.A. where labour costs, if anything, are higher. This is so because the sheer size of that market permits equipment that is not practical here. Canada is a difficult market from which to export books.

The same relative cost problem exists in terms of editorial and design preparation of books suitable

for international sale. Such costs are much higher here than in many other countries such as Italy, France, the U.K.

Except in some highly specialized cases (and others that fit into a special category because the Canadian market is small), we don't feel that it is in the best interests of Canadian authors to have their books exported from Canada, or sold by subsidiaries of Canadian companies, Government cooperatives or any similar bodies operating in foreign markets. In book publishing, the author's interests are paramount. Any publisher who forgets that simple fact is heading for trouble. It is clear that the ideal arrangement for the Canadian author is to have the best possible publishing house for his work in each market in which his book is sold. It is silly to think that the subsidiary of a Canadian company, no matter how subsidized, can do as well for the author in the U.S.A. as, say, Knopf, Little, Brown, Harcourt, Harper or any number of distinguished U.S. imprints; or as good a job in the U.K. as Heinemann, Cape, Michael Joseph, etc. (It is almost as equally silly to think that their subsidiaries can do a comparable job in the Canadian market.)

Even if a well-financed Canadian firm attempted to penetrate the U.S. market, it would not long survive unless it became a mainstream publisher in that country. Its Canadian advocacy must soon be submerged. Although there are notable exceptions, books by U.S. writers sell better in that market, just as books by Canadian authors sell better here. It would be surprising if it were otherwise. Examples of serious Canadian writers to whom this rule applies would include Pierre Berton, Farley Mowat, Mordecai Richler, Leonard Cohen, and many others.

Thus it must be recognized at the outset that the majority of the important Canadian authors would of necessity be missing from the list of any firm, cooperative or otherwise, set up to export Canadian books. It would not be reasonable to expect them to participate in such a program. Thus, on a continuing basis, the best books would be missing, a fact hardly conducive to success. The same would be true of compilations, gift books or textbooks where the author's rights might not be such a major consideration. The publisher of such books would always prefer to have them distributed by the best available firm in the

market under consideration.

There are many Canadian books, of course, that are never published in foreign markets either because foreign publishers do not consider them sufficiently marketable; because their availability or existence is not sufficiently well-known, or because they are altogether too-Canadian for foreign markets. Could such books form the basis for a successful export publishing company? We don't think so. Our experience (and we have experimented with a variety of marketing arrangements) is that the selling of such books in foreign markets is not economically feasible. Cost of promotional material alone can exceed gross revenue. It is true that the University of Toronto Press has had considerable success in international markets. In our view, this reflects not only the quality of their scholarly publishing program but the fact that many scholarly works are publishable only in one edition for the total world academic market. In our opinion, their success is a specialized result and could not be used as a yardstick for books of general publishers.

Thus, while we believe that the Federal Government (and our Provincial Governments) can assist Canadian authors

and publishers by supporting attendance at international displays (where publishing rights are the principal commodity), it is not our view that money should be wasted in trying to develop a direct export market.
However, there is one positive recommendation that we wish to put forward in this area. We believe that the Federal Government should be encouraged to open, through Information Canada, book outlets in at least three major international cities. As a test we would suggest New York, London and Paris. These should be retail book stores and Government Information Centres. They should sell only Canadian books. (They would have to buy editions of the works of some Canadian authors from local publishers.) These centres could act as wholesale depots for Canadian titles for which international publishing rights are available. Such centres could be particularly useful when Canadian authors are on lecture tours. It is suggested that the centres would supply on wholesale terms to stores and libraries on a non-exclusive basis.

There are a number of precedents for such centres. It is our view that they would do much to enhance Canada's image in foreign markets and would also serve to make Canadian material available there. It is unlikely that

such centres would be self-supporting but retail sales would offset much of the cost. The centres should act only as depots for supply. Sales and promotion expense should be the responsibility of the publishers themselves.

It has been said on many occasions that our foreign missions don't have sufficient space to devote to an adequate display of Canadian books. This might help to offset that problem.

2. <u>We recommend the rationalization of the supply of Canadian book papers</u>.

We have expressed reservations about Canada as an exporter of books. Not the least of the many impediments to book export is that paper for book manufacture is not produced in Canada in a range, quality or at a price that is competitive in the international market. Many Canadians would be shocked by this knowledge. It should be said immediately that this is not the fault of the mills that manufacture book papers in Canada. The market for their product is small and competitive.

We recommend that consideration be given to the rationalization or subsidization of the manufacture of book papers. It would not only help the Canadian publishing industry, it could help Canada's international trade

balance over a period of years.

3. <u>We recommend that consideration be given to the desirability of specific subsidies to Canadian book manufacturers.</u>

As Canadian publishers are frequently criticized for manufacturing books in Italy, in the U.K., in Holland, in Hong Kong or in any foreign country, this subject deserves some study because it has serious implications ont only for this industry but for Canada as a whole. We prefer to manufacture in Canada. It is more convenient, it is faster, we have better control and it is better for Canada. On some occasions we can't do so. Certain types of books--usually those with a substantial amount of 4-colour illustration--can't be produced in Canada on an economic basis. Our choice is to manufacture elsewhere or to not publish. Infrequently a Canadian manufacturer will meet the competition by producing at cost, or less, in order to keep his plant busy but fortunately for the Canadian printing trade this does not happen often.

On some complex books the difference between Hong Kong prices (including shipping costs) and Canadian prices can run as high as 40%. Between Italy and Canada, it is

often 20% for a book of comparable quality. Since one of the basic difficulties of book publishing in Canada is that of trying to publish a safe quantity of books at a price that will be acceptable to the public, we very frequently encounter a choice between doing a book overseas or not doing it at all.

This will always be the situation in Canadian book publishing as it is in many other fields. Not everything can be done in this country to the best advantage. We should do what can be done best here and accept the necessity of manufacturing some things elsewhere.

There are occasions when a "show-piece" publication that is very Canadian in content, and very important to Canada as a whole, should be totally manufactured here to show what can be done. We don't think that the publisher or the manufacturer should be responsible for the extra cost if it can be shown that it is in the public interest for such a book to be done here. Under such circumstances a Government subsidy to the manufacturer designed to close the cost gap, might be considered.

We make this recommendation with serious reservations. Any general program of grants for this purpose could be abused and would at best be unrealistic in the long term. On infrequent occasions it would help.

4. <u>We recommend the establishment of a training school for booksellers and book clerks and also a grant, scholarship, or tax-subsidy program for book stores employing trained clerks</u>.

One of the most depressing problems in the book industry is the lack of a sufficient number of good retail outlets. This is not to be construed as a criticism of existing retailers. It is hardly their fault. Historically speaking, Canada of necessity followed the U.S. pattern in the direct supply of books to libraries and schools. In the U.K. books are traditionally supplied to these institutions by the local book seller. A strong retail trade was the result. In the U.S. publishers and wholesalers have handled such supply directly. The system is perhaps substantially more efficient but book sellers lack the benefit of these regular customers. The result is that book selling is less stable and less profitable, and fewer retail outlets exist. Because of the open border, Canada had no choice but to follow the U.S. system. The consequence is that there are far too few good book stores in Canada.

The C nadian retail trade suffers from an additional problem. The difficulty of proper selection of books is all but insuperable. More books are offered for

sale in the English language in Canada than anywhere else in the world. The knowledge required to permit the carrying of adequate stock is formidable. If one adds to this problem the fact that the sources of supply are insufficient and unreliable, the lot of the retail bookseller is not an easy one.

The knowledge required by a good bookseller or book clerk is equivalent to that required of a librarian or teacher but no proper training is available to them and their average salary or income would be less than half of that paid to the librarian or teacher. We believe that it would be in the public interest to develop better-staffed book stores in Canada. We recommend that public funds should be used for that purpose. Specifically, our recommendation would include the following:

1. Establishment of a national training school for the book trade that would provide diplomas or certificates for graduates at various levels of training.
2. That the employment of such trained personnel be encouraged by grants, continuing scholarships or tax-incentives to stores employing trained personnel.

5. We would recommend that a similar program be developed for editorial personnel working in the Canadian publishing industry.

Our reasons for this recommendation are set out in the section of the report dealing with editing in Canada. Better-paid, professionally trained book editors are needed to meet the growing demands of Canadian writers.

6. We recommend that careful consideration be given to the control of new industry, hardware.

Our concern here relates to multi-media hardware, programmed learning equipment, new forms of the physical book that might be developed. The patent rights to each equipment might well move education and the book industry into a semi-monopoly situation comparable to that in television and radio. Provision must be made in advance for such developments to be accessible in Canada to Canadian-owned companies. Technical developments of this sort are taking place and in the public interest we believe it sensible to introduce control measures before rather than after the fact.

7. We are concerned about the effect on Canadian publishing of certain provisions in the new Competition Act and recommend that serious consideration be given to the views already expressed by the Canadian Copyright Institute.

8. <u>We are concerned about the long-term effects on writing and on the rights of authors and publishers resulting from widespread use of new instant copying equipment.</u>

It is not our view that this matter can be economically or properly controlled by imposition of a fee-structure for such use of copyrighted material. Instead our view is that strong legislation is needed to discourage illegal activity in this field. It is the unauthorized multiple-reproduction of copyright material that affects the interests of authors and publishers. It is our view that authors and publishers should be willing to waive copyright interest for single copy reproduction. Practical public convenience outweighs the interests of the industry in relation to this type of use. Proven abuse--and teachers who should know better appear to be among the worst offenders--should be quickly and severely prosecuted.

9. <u>We favour occasional bulk purchasing of Canadian books by the Canada Council and/or other Government agencies but only when distribution is outside Canada or to sources that would not otherwise purchase such books.</u>

Canadian libraries and schools buy too few Canadian books. We believe that gift programs of the sort that

have been suggested from time to time could discourage their purchasing habits even more. The librarian with a small budget would tend to wait to see what books arrived free of charge.

If the Canadian industry is to be helped by such purchases, the books should be distributed in such a way as not to affect the normal functioning of the market.

10. Finally, we ask this Commission to recognize that book publishing in Canada is ultimately a business.

Fundamental to our report is the conviction that serious book publishing is a difficult and demanding form of business activity. It is not an art. If its financial responsibility and accountability is diminished it will fail the authors it serves and not properly serve the public interest.

It is possible to be a good businessman and a poor publisher, it is possible to be good or bad in both respects. It is not possible to be a good publisher and a bad businessman. It is a serious contradiction in terms.

The Canadian industry needs some practical encouragement and help. The market is small, the effect of foreign-domination overwhelming. Nonetheless this

industry should not be submerged by kindness or artificial assistance. We applaud the recommendations already made by this Commission, but hope that any further recommendations will be of a moderate nature.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

MR. JAMES MILLER

NOVEMBER 12, 1971

Introduction

The purpose of this short brief is to bring before the Commission some of the practical problems faced by a classroom teacher in the selection of texts and learning aids in the field of Business and Commerce studies in a Secondary School in the Province of Ontario. There is no doubt that other teachers in other subject fields throughout this Province face, to some degree, similar problems. However, the points made in this paper are those of the author and they do not represent the point of view of any teachers' group or organization.

A. Selection of a Text for a New Course

It is not unusual for a new course to be added to the curriculum before suitable Canadian texts and other course materials are available. During the school year 1967-68, it was decided at Sarnia St. Clair Secondary School to offer a course in Data Processing to begin in September 1968. There were no texts listed for Data Processing in Circular 14* at this time. Consequently, an American text was chosen. Later a Canadian text was published. It is obvious that it is possible to have to discard a good text in favour of a Canadian text at considerable expense to local taxpayers. New course offerings at the Secondary School level should not be delayed until suitable Canadian texts are available and approved by the Department of Education.

B. Introducing a New Text for an Already Established Course

When a new text is introduced into the schools of Lambton County, it must be used for three years. The reason for this is cost. There are insufficient funds to allow every subject area to change its texts every year or perhaps even every two years. Other school boards in the Province probably have similar policies. Such a policy makes a teacher very cautious about changing a text. Consequently, there is little room to experiment when it comes to the selection of new texts.

* Circular 14 - an annual publication authorized by the Minister of Education, which lists textbooks approved for use in the schools.

C. Free Texts in the Schools of Ontario

With the exception of the students in grade 13, the school boards must* supply texts to all other students. Consequently, a book that should be used by a student as a text becomes a library book. There are occasions when the free text book program and the policies arising from this program prohibit the learning situation of students from being as up-to-date as possible.

D. Texts of a Technical Nature

There is no doubt that certain school texts should be prepared by Canadian authors and publishers. However, one must question whether certain texts such as texts in Typewriting and Data Processing have to be prepared by Canadian authors and publishers. A typewriter keyboard is the same in the United States as in Canada. The same point could probably be made about texts for vocational subjects.

E. Circular 14 and Possible Monopoly for Some Texts

At the present time there is only one approved text for Data Processing listed in Circular 14. While it is possible to receive permission from the Department of Education to use a text not listed in Circular 14, it appears that publishers and authors are sometimes reluctant to risk money and time in the preparation of a text to compete with a text already listed in Circular 14. The reason for this reluctance is obvious.

F. Texts by non-Canadian Experts

In certain areas of study there are no Canadian experts. Lloyd, Winger, and Rowe are experts in the teaching of typewriting. These gentlemen are Americans. The students in our schools are entitled to have texts which have been prepared by experts even though such persons may not be Canadians.

* The Schools Administration Act - Section 34-11.

Conclusion

While the problems and observations reported in this paper have been separated, they are interwoven. This brief has been submitted so that the members of the Commission may give some thought to the problems of teachers and students as they relate to suitable text book selections.

In their deliberations concerning the publishing of text books, the Members of the Commission should see that our students have available for their use the best possible resources for learning.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

REVEREND H. R. ROKEBY-THOMAS

NOVEMBER 12, 1971

To) Robert Fleming, Esquire,
Executive Secretary,
Royal Commission on Book Publishing (ONTARIO)

For transmission to the Commissioners.
BRIEF SUBMITTED BY: The Reverend H.R.Rokeby-Thomas, 1st.March 1971.
* * * * * * * * * * *

To: Richard Rohmer, Esquire, Q.C. (Chairman.)
Dalton Camp, Esquire, and
Marsh Jeanneret, Esquire, (Members.)
Her Majesty's Royal Commission on Publications (ONTARIO 1971.)

Gentlemen:

First of all I would like to express concern at the present situation of the book publishing industry in Canada.

May I draw on my own experience in trying to place a manuscript. After living for five years at Cambridge Bay in the Canadian Arctic 1934/39 I had written a 200,000 plus word manuscript on Victoria Land, the Coronation and Queen Maud Gulfs etc. Early in 1940 I submitted the ms to Dent's and had some encouragement from Mr. Button, then their managing director. They were interested, but made it clear that participation by their New York associate was essential. They kept the ms some six months, regretted the then unwillingness of their New York associate to participate, but expressed the opinion the ms was worth publishing. I then tried Macmillan who also expressed interest, but that the war made the time inopportune, and suggested I send it to them again after the war. By that time I was overseas with the Canadian army and the matter in abeyance. After the war I again sent to Macmillans but they felt it was then out-of date. I tried other publishers, saying if they were interested I was willing to consider rewriting to update. Several expressed interest, tied the ms up for from three to six months, and finally rejected on the basis of having consulted with a New Your associate. It was clear that though this was a Canadian interest ms the decision rested in USA. I found this quite depressing.

Previously and subsequently subscribed articles on the Canadian Arctic etc. etc. to many publications which included, Georgraphical

Journal, Family Herald, Canadian Geographic, The Beaver, Canadian Churchman, Huron Church News, Church Messenger, United Empire, Manchester Guardian etc. etc., to a total somewhere over a hundred. I also write the Anglican material for the Encyclopedia Arctica (an ambitious project of the United States Navy, Department of Naval Research, through the Stefansson Library, and afterwards taken over by Dartmouth College. It still remians unpublished in book form, though it has been made available on microfilm.)

My personal ambition to write a book on the Canadian Arctic lapsed, but I am presently working on a book length manuscript containing some Canadian Arctic material. To that extent I have a particular interest in the future of Canadian book publishing, as well as a general interest as a Canadian citizen.

In 1961, in my then capacity as Advertising Manager of Canadian Churchman (circulation approx.250,000) I appeared before and presented a brief to the Royal Commission on Publications, in which I indicated that in my opinion United States periodical publications enjoyed an unreasonable position of privilege in Canada.

Over more recent years I have been interested in helping my wife to try and market the manuscript of a child's Eskimo story. (My wife has contributed numerous Eskimo children's stories to a number of magazines.) The book manuscript has by now gone to possibly eight or nine publishers, almost all of whom have commented very favourably, and that it merited publication; indeed two or three expressed interest in publishing, sent to an affiliate in US.A., tied up the manuscript for a long period of time, with a final negative result based on the U.S.A.affiliate. In one or two cases the American criticism was provoking, in that it showed ignorance of Canadian Eskimo, and did not concurr with the Alaska scene. Twice the ms has been rewritten in response to suggestions and is currently away for another consideration.

From both my private and general interest in Canadian Book publishing may I suggest that THE ROYAL COMMISSION ON BOOK PUBLISHING consider the following for inclusion in your recommendations.

(1)e Copywright Law. That no copyright protection be given in Canada to United States book publications, unless Canadian soverignty in its own copyright be fully recognised in the USA on a reciprocal basis,and that the present inequitable situation where Canadian copyright works (which are not simultaneously published in USA) are unprotected, be no longer tolerated, even to refusing import in to Canada to selected USA publications, as a penalty. In the extreme, if USA refused to be reasonable, Canadian publishers could re-print to their own profit,USA publications for resale to the Commonwealth. This is of course not the ideal solution, but I suggest not unreasonable, if the USA persists in its unfair copyright law.

(2) That generally all text books used in Ontario Public and High schools be required to be of Canadian authorship and printed and published in Canada (with of course a few, very few, excepted for good cause.) While this is not practical at the university level, nevertheless that Canadian universities be guided by Government to restore the Canadian outlook, where some of them have become heavily weighted with American staff and viewpoint, and that University Presses be promoted more as part of the Canadian publishing scene. That this be Ontario policy,and that Ontario promote and recommend the other provinces of Canada to follow.

(3) That where any Canadain (Fedral or Provincial) support, subsidy etc., be given for publications that it only be available to Canadian Citizens.

I am convinced that in Canada we have the rescources to have a good publishing industry, if only we will stand up against the present exploitation of our home market by foreign interests.

Submitted, with humble duty,
sincerity, and concern:

H.P.Rokeby-Thomas

The Rectory,
Kirkton,
Ontario,
Canada.

St.David's Day,1971.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

MR. DON McNEIL

NOVEMBER 12, 1971

The spectre of foreign control is a shuddering concept. Our country is faced with such a problem. My comments will trace a personal problem concerning foreign domination of our publishing houses. These comments were written with your terms of reference in mind.

A great many Canadian school children have received an education since my birth in 1942. The years following the war were boom years. Wages grew , positions increased in number , and the 'mod' generation matured. My contemporaries progressed through a well - ordered elementary , secondary , and post - secondary training. We were always quietly aware of the foreign control of our publishing houses and the importing of foreign schooltexts for our use.

The earliest texts which we used were either printed in the United States of America or were printed here under the protective eye of some massive outfit in a foreign country . Many of our elementary texts came directly from The United States . A great number of our secondary texts were imported for our use . This same situation continued in University . Many Canadian students have spent years reading texts which were produced under these conditions .

These texts were useful. They provided direction. They were bright and colourful . In the absence of corresponding Canadian texts, these suited the schoolboards and the staff . Our trustees usually purchased these foreign texts because of the lack of a suitable Canadian substitute . These foreign companies had completed many experiments and were able to market a useful text .

The problem for us did not appear until our early years in secondary school. Here we began to ponder the problem in a mature manner. We considered the value , the quality , and the approximate quantity of such texts. Once again we faced the fact that Canadian firms simply could not produce the necessary texts for the classroom tasks required . We often thought that this was in part due to the lower prices for the American texts. As a result we argued , sought direction, and published our pro - Canadian editorials in our school newspapers . Then every year proceeded to use the necessary texts and read on .

Post - secondary education during the late 1960's brought new problems . Once again , we found a distinct lack of Canadian texts . This problem was further amplified by the presence of many American professors . These people brought new ideas and challenges, however , they also insured that the courses of study used familiar American texts . The benisons of change were beginning to appear at the government level .

Melville Watkins was alerting us to the imminent American domination . We listened to his speeches , read his reports , but little of a physical nature was initiated . Walter Gordon bellowed a pro - Canadian stand . We listened to his impassioned attacks and continued to discuss the foreign take - over . American texts for Canadian courses at Canadian institutions continued to pour into our bookstores in ever increasing numbers . Once again we were foiled in our attempt at Canadian content . Their was a new basis . Just as our argument jumped one hurdle we found a new more intellectual reason .

Our professors now claimed that the relevant material was not written by any Canadian authors . A brilliant stand for a person educated in the United States . The difficulty being that my arms were always filled with an American text . My nights spent perusing work controlled by a foreign company . These same people claimed that there were only a few truly astute Canadian authors . It was now pedagogically and economically sound to purchase our texts in a foreign place . Such beliefs were spouted anew each autumn by the professors . Once again we must accept the American texts . In the absence of a useful text in that field they were quick to select a text from some foreign - controlled company .

These other places were thus blessed with the printing plants and the expertise behind the pen . Our resident Canadian authors thus received little academic acclaim . Our institutions continued the mass buying of texts from foreign - controlled companies in all areas of educational endeavor .

My graduation class joined other graduates in the field of work . We were very deeply aware of the problem of foreign control of our printing presses . Our degrees were granted and we went off to join the shuffling masses of Canadians in the working world. We were a Canadian graduating class largely educated with the use of foreign - controlled media . We were Canadians working in a climate of Canadianism but fostered in a mass of foreign - controlled publishing houses .

Teaching in both elementary and secondary schools brought familiar problems . Those problems dealing with : What was useful ? What to buy ? Where to buy it ? Many schoolboards continued to purchase massive quantities of American literature . We faced the recurring dilemma of American printing plants producing texts for our Canadian course of studies .

The ramification of these aspects began to emerge during the late 1960's. Canadians as a mass listened to many verbal attacks on the foreign control of our industries . The American financial inroads increased . Time magazine sought and received many benefits . The Canadian chemical industry became American controlled . Our basic industries became seventy per cent foreign controlled . Our transport manufacturing also became American . A very sad portrait of the existing Canadian picture.

The initial years of the 1970's have brought new ideas and new government policies . Presently the Canadian concept is to lure foreign companies to establish here with the promise of financial assistance . It is now possible that Canadian money will assist Foreign companies to control all Canada's assets .

Canada has certainly been assisted to grow by foreign wealth and technology. This has provided large incomes for our people , produced many new positions , constructed roads, and educted an entire generation. We have maintained a high standard of living. The difficulty here is that we face these former employers as masters. We are about to sacrifice the

last bastion of Canadian thought - our publishing houses .

Ryerson press has already succumbed. Jack McClelland is in the process of divesting himself of the business . Our people are about to be conquered by the foreign control of all our printing presses . The pen is mightier than the sword . We must move now to ensure that our future publishing remains truly Canadian.

The Royal Commission must commit itself to attacking this spectre . Large mistakes have been committed. Many publishing businesses await foreign control . The results of this commission may simply be'shelved ' . The Canadian people have seen so much of this in the past . Let us work to assure the survival of a Canadian publishing industry .

We are carpenters of our own fate . It is our only hope.